

MARKET

DOCUMENTS DEPT.

APR 22 1982

SAN FRANCISCO
PUBLIC LIBRARY

**Mid-Market Street
Conservation &
Development Study**

D

REF
711.4097
M584d

97

SF City Planning



5/S

DOCUMENTS DEPT.

SAN FRANCISCO
PUBLIC LIBRARY

REFERENCE
BOOK

Not to be taken from the Library

SAN FRANCISCO PUBLIC LIBRARY



3 1223 04405 1861

Prepared by
Skidmore, Owings and Merrill
and the
San Francisco Study Center
for the
San Francisco Department of City Planning

**Mid-Market Street
Conservation &
Development Study**

DRAFT April 15, 1982

TABLE OF CONTENTS

	PAGE		PAGE
INTRODUCTION AND SUMMARY	1	HALLIDIE PLAZA	56
Issues	1	I. Issues	57
Project Areas	3	II. Goals, Objectives and Recommended Actions	61
I. Mid-Market Street Corridor	5	A. Conservation	61
II. Taylor Street Corridor	7	B. Development	67
III. Hallidie Plaza	7	UNITED NATIONS PLAZA	74
IV. United Nations Plaza	8	I. Issues	75
V. Sixth Street Corridor	9	II. Goals, Objectives and Recommended Actions	79
Summary Illustration	12	A. Conservation	79
MID-MARKET STREET CORRIDOR	14	B. Development	84
I. Issues	15	SIXTH STREET CORRIDOR	92
II. Goals, Objectives and Recommended Actions	21	I. Issues	93
A. Conservation	21	II. Goals, Objectives and Recommended Actions	103
B. Development	31	A. Conservation	103
TAYLOR STREET CORRIDOR	40	B. Development	107
I. Issues	41		
II. Goals, Objectives and Recommended Actions	43		
A. Conservation	43		
B. Development	49		

REF 711.4097 M584d

Mid-Market Street
conservation &
1982.

TABLE OF CONTENTS

FIGURE		PAGE	FIGURE		PAGE
	INTRODUCTION AND SUMMARY	1		HALLIDIE PLAZA	56
0.1	Project Areas	4	3.1	Historic Buildings	63
0.2	Mid-Market Street District	10	3.2	Conservation Framework	64
0.3	Conservation/Development Summary	12	3.3	Hallidie Plaza Sun Angles	66
	MID-MARKET STREET CORRIDOR	14	3.4	Recommended Building Heights	68
1.1	Market Street Districts	22	3.5	Recommended Land Use Concept	70
1.2	Historic Buildings & Resident Hotels	25	3.6	Conservation/Development Summary	72
1.3	Conservation Framework	26		UNITED NATIONS PLAZA	74
1.4	Existing Theater Parking Inventory	28	4.1	Historic Buildings	81
1.5	Recommended Building Height for Sun Exposure	30	4.2	Conservation Framework	82
1.6	Recommended Land Use Concept	32	4.3	Recommended Building Heights for Sun Exposure	84
1.7	Recommended Building Heights	34	4.4	Recommended Land Use Concept	86
1.8	Pedestrian Connections and Alley Access	36	4.5	Recommended Building Heights	88
1.9	Conservation/Development Summary	38	4.6	Conservation/Development Summary	90
	TAYLOR STREET CORRIDOR	40		SIXTH STREET CORRIDOR	92
2.1	Apartments & Resident Hotels	45	5.1	Resident Hotels	105
2.2	Conservation Framework	46	5.2	Conservation Framework	106
2.3	Recommended Building Heights for Sun Exposure	48	5.3	Recommended Building Heights	108
2.4	Recommended Building Heights	50	5.4	Conservation/Development Summary	110
2.5	Residential Zoning & Ground Floor Uses	52			
2.6	Conservation/Development Summary	54			

INTRODUCTION AND SUMMARY

Issues

Market Street, San Francisco's Main Street, has immeasurable symbolic and historic, as well as economic, importance to the City. Within its three miles of unusually diverse commerce that stretches from the Ferry Building to Castro Street, Market Street's commercial face changes complexion every few blocks, beginning with the high-rise offices development of the financial district.

At Third, Market Street develops a major retail character that is dominated by big department stores. Retail usage changes character dramatically at about Fifth Street where it becomes concentrated almost completely at the ground level. The blocks from Fifth to Ninth are now the most volatile because of pending and potential developments that could significantly alter their character.

The vacant J.C. Penney building at Fifth Street is the subject of frequent development proposals, including a current one that would link it more closely to the major retail section via a bridge across Fifth Street. The elegant old Warfield Theatre in the next block is being discussed as part of a new 26 story hotel office complex. An imaginative proposal for a World Trade Center at the corner of Sixth Street is attracting developers' attention. A few blocks north along Taylor Street, a pair of tourist hotel projects are being planned.

Certain blocks are going to change very dramatically in the next few years. A new six-story office building was recently built next to United Nations Plaza at the corner of Seventh Street; a parcel across from the plaza fountain was sold recently; and across the street an eleven-story office building is under construction adjacent to Civic Center Market. Development plans are underway for the very large Trinity Properties site, almost one third of the block between Seventh and Eighth. Another large site in this block is the Greyhound Bus Terminal, also to be developed in the very near future.

Market Street between Fifth and Ninth, the Mid-Market Street District, cuts through a still existant portion of old San Francisco, much of it built before the 1906 disaster. Elegant structures such as the Warfield, Golden Gate and Orpheum theatres, the grand Hibernia Bank headquarters at Jones and McAllister, the Odd Fellows Hall at the corner of Seventh, and the recently sold Grant Building across the street, are examples of landmark quality architecture that must be preserved. In addition, the low-rise loft buildings that maintain Market Street's modest appearance help impart a pleasant flavor of history to the area.

The blocks from Fifth through Eighth Streets, traditionally a theatre district with vaudeville houses and grand cinema palaces, still contain three of the City's main live theatres. The area is sprinkled



Mid-Market Street as viewed from Financial District

with entertainment outlets: hard-core movie theatres, a nationally known pool hall, gambling games, and video arcades. Fast food franchises compete with juice bars, coffeeshops and restaurants serving nine different ethnic cuisines, including a Vietnamese restaurant which a Chronicle critic recently called the best in San Francisco. There are numerous bars, both gay and straight, as well as various social clubs in the immediate Mid-Market Street District.

Ground floor retailers, in contrast to the nearby department stores, include bargain clothing outlets that, according to their broad-swashed sale signs, have been going out of business daily for many years. Many mid-Market Street businesses serve the surprisingly dense, residential neighborhoods to the north and south. Supermarkets, drugstores, residential hotels, professional services, pawn shops, pinball parlors, barber shops, greasy spoons, bars and banks, all are patronized by the more than 30,000 neighborhood residents, many of them elderly, many recent Asian immigrants and other minorities, and most of them poor. The impending changes for the area make these residents and the many public and private agencies that serve them uneasy because of the memories of massive displacement that preceded the development of Yerba Buena Center.

Downtown development has increased the pressure for change along the mid-section

of Market Street. The expansion of the Financial District into the lower South of Market blocks raises expectations for a high-rise spine of office buildings extending from the Ferry Building to Van Ness Avenue.

Demand for new hotel space in the area is also a concern. The proximity of the retail expansion around Union Square, and new government office growth around the Civic Center add another level of expectation to a growing sense of the inevitability of change in the mid-Market area, and in the numerous residential blocks north and south of Market Street.

This study was initiated by a group of citizens concerned that Market Street between Fifth and Ninth has not prospered as have the blocks down to the Ferry Building. Sixth Street was included in the study because its social character is in many people's mind the main reason the mid-Market area has been so slow to respond to the market pressures that have made lower Market Street boom.

Project Areas

To consider the nature of the coming changes in the study area and to minimize the accompanying displacement that is inevitable when land use changes, the study area has been divided into the following five sub-areas (figure 1), each of which is defined by a set of special issues:

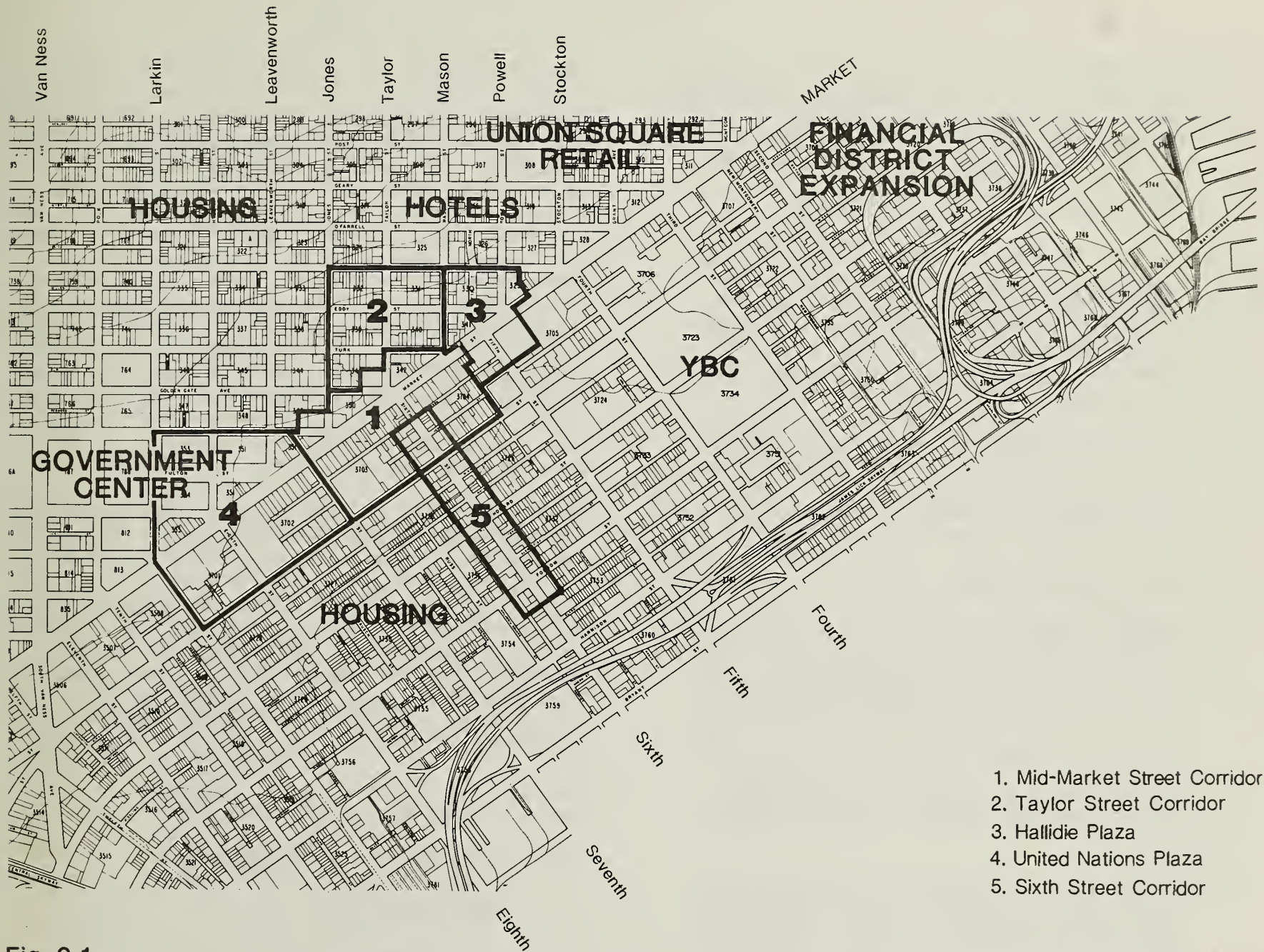


Fig. 0.1

PROJECT AREAS

1. Mid-Market Street Corridor: A section of Market Street between approximately Fifth and Seventh Streets which is physically characterized by an unusually large number of architecturally significant, historic buildings.
2. Taylor Street Corridor: A critical transition area between Mason and Jones Streets which is presently bordered by high rise hotels to the north and east and by the North of Market Street residential areas to the north and west.
3. Hallidie Plaza: One of the 2 major urban open spaces which frames the study area. Its future is directly related to the eminent development of the southeast and southwest corners of Fifth Street and to its potential link with Union Square.
4. United Nations Plaza: The Market Street window to the Beaux Arts Civic Center is a second monumental open space which distinguishes the mid-Market Street area. Its future is directly influenced by the potential opportunity for large scale, new development on the South of Market block between Seventh and Eighth Streets.
5. Sixth Street Corridor: An area of inexpensive tenant hotels between Market and Folsom Streets. At the street level the corridor serves as the City's "Skid Row."

Study Purpose

The overall purpose of this study has been to examine and assess the special attributes of the Mid-Market Street area, attributes that will otherwise be lost to present development trends unless they are checked by changes in public policy. The variously articulated conservation and development goals and objectives identify opportunities to protect and enhance elements which are seen as crucial to the general quality of life within the area. Certain actions have been recommended as feasible mechanisms for implementing these goals. The study represents the consultant team's professional opinion as to probable lines of action.

The following statements of intent include recommended guidelines and implementation mechanisms which imply varying degrees of impact upon existing City policy. In the pages which follow, these impacts are more clearly articulated. It is hoped that the debate which will inevitably accompany this study will result in an endorsement and protection of the unique urban qualities of life to be found within the study area.

Summary of Goals, Objectives and Recommended Actions

I. MID-MARKET STREET CORRIDOR

A. CONSERVATION

1. Mid-Market Street District Identity

Intent: To maintain the distinctive visual character of the Mid-Market Street District by endorsing 240 foot maximum height limits south of Market between Fifth and Seventh Streets, as detailed in the study.

2. Historic Buildings

Intent: To maintain the existing historic and landmark rated buildings between Hallidie Plaza and the United Nations Plaza by declaring A & B rated buildings historic landmarks. FAR bonuses and development transfers allow flexibility in new development.

3. Theatres

Intent: To protect the theatres providing live entertainment and to guard against the gradual erosion of valuable support services such as convenient and safe off-street parking, especially in the North of Market Street area by extending FAR bonuses and development transfers to theatres. Design Review or PUD approvals should include criteria for a percentage of shared use parking to compensate for gradual loss of surface parking in the theatre district.

4. Sunlight on Market Street

Intent: To maintain maximum sun exposure for Market Street as is presently established by the heights of historic buildings by zoning which adds sun

exposure as an additional criteria in establishing heights for new development. These criteria represent prescribed performance criteria for critical hours of daytime use.

B. DEVELOPMENT

1. Infill Sites

Intent: To promote the development of identified, non-conforming Market Street frontages to be compatible with the existing height and scale of adjacent historic buildings by guidelines comparable to those for other areas of special character such as Jackson Square or Civic Center.

2. Mid-Block Sites for Market Rate Housing

Intent: To promote new concentrations of housing on South of Market Street blocks within the Mid-Market Street Corridor adjacent to landmark buildings by identifying priority sites which gain prestige or identity from public buildings and/or open space.

3. Development Transfers

Intent: To promote land assemblies on South of Market Street blocks for parcels

which do not contain rated buildings in order to allow creative transfers of development intensities through FAR bonuses and development transfers as

outlined in Guiding Downtown Development.

4. Mid-Block Market to Mission Street
Pedestrian Connections

Intent: To promote opportunities in the South of Market Street blocks for mid-block pedestrian connections between Market and Mission Street by allowing such passageways to qualify toward open space requirements.

5. Alley Access

Intent: To promote development which maintains the integrity of the South of Market Street alley system for service access to Market Street and Mission Street properties by requiring through circulation to be preserved or established if it does not presently exist.

II. TAYLOR STREET CORRIDOR

A. CONSERVATION

1. Resident Hotels and Apartment
Buildings

Intent: To maintain and reinforce the predominate residential land use patterns in the study area by establishing guidelines for building rehabilitation which balance improvements against pressures for rent increases. The tenant hotel conversion ordinance is to be made more enforceable and rent control measures strengthened.

2. Sunlight for Residential Streets

Intent: To promote optimum sun exposure for east-west streets in the North of Market area by establishing maximum zoned heights on north facing frontages of 80 feet. South facing frontages can be a maximum of 130 feet high.

B. DEVELOPMENT

1. Housing Rehabilitation and Infill

Intent: To promote the improved habitability of existing housing units as much as possible without causing serious rent increases by establishing and enforcing habitability standards and by balancing building rehabilitation against necessitated rent increases. The RC.4 zone is to be expanded North of Market as described.

2. Hotel-Theatre Link

Intent: To promote a north-south ground floor pattern of retail land uses that encourages a pedestrian link, especially along Taylor Street, between the hotels and the theatres by employing special use district designation to define a more theatre oriented retail cluster. A non-mandatory market plan is to be established to further rationalize ground floor retail uses.

3. Residential Streets

Intent: To promote ground floor retail uses in the east-west streets which

reinforce their residential character by extending the boundaries of the RC.4 zoning North of Market and by residential scale height controls as previously described.

III. HALLIDIE PLAZA AREA

A. CONSERVATION

1. Plaza Enclosure

Intent: To maintain and reinforce the existing pattern of architectural enclosure for the north and south sides of the Plaza area by updating the City's urban design guidelines for the immediate Plaza area. The Powell Street view corridor is to be made a key element and facade restorations are to be encouraged.

2. Sunlight for Open Space

Intent: To promote optimum sun exposure for the immediate Plaza area during critical hours of the day and times of the year by maintaining the cornice height of the existing Penney's building across the Fifth Street intersection and establishing height limits for the South of Market properties between 240 feet and 400 feet as indicated so that new development will maintain established performance criteria for sun exposure for the Plaza.

B. DEVELOPMENT

1. Transit Node Intensity and Retail Use

Intent: To promote retail land use patterns and intensities for the Fifth and Market Street intersection that reflect its importance as a major urban transit node by allowing height limits which encourage mixed use development. Design modifications are to be established for the Plaza area both at sidewalk and below sidewalk levels in order to reinforce the strong general retail use character of the intersection.

2. Market Street-Union Square Link

Intent: To promote ground floor land uses and street design which facilitates and reinforces the pedestrian link between Union Square and the Fifth and Market Street intersection by establishing marketing guidelines which help merchants recognize Powell Street's potential.

IV. UNITED NATIONS PLAZA

A. CONSERVATION

1. Plaza Enclosure

Intent: To maintain and promote the existing pattern of architectural enclosure for the Plaza space and the landmark U.S. Post Office and Court of Appeals building by endorsing, with a few exceptions, the existing city urban design guidelines for the Plaza area. The framework of historic loft buildings making up the South wall of Market Street is to be preserved to mid-block between Seventh and Eighth Streets.

2. Sunlight for Open Space

Intent: To maximize exposure of the immediate Plaza area to sunlight during critical hours of the year by zoning a 90 foot height limit for the Market Street frontages. A 320 foot height limit is described for portions of the block, as demonstrated, through a review process insuring that development meets performance criteria for maintaining prescribed sun exposure for the Plaza.

B. DEVELOPMENT

1. Market Rate Housing Sites

Intent: To promote new concentrations of housing on South of Market blocks adjacent to major open spaces or landmark buildings by establishing priority sites for housing as described by the study.

2. Transit Node and Office Sites

Intent: To promote land uses for adjacent properties which reinforce the transit related character of the Plaza site by maximum height limits of 320 feet for portions of the block and by encouraging mixed use development.

V. SIXTH STREET CORRIDOR

A. CONSERVATION

1. Tenant Hotels and Apartment Buildings

Intent: To maintain and reinforce the predominately residential land uses in the greater South of Market area west of the Yerba Buena Center by establishing an RC.4 zone for the Sixth Street Corridor between Mission and Folsom Streets. An aggressive rehabilitation program is to be established for the tenant hotels which considers the maintenance of affordable rents.

2. Ground Floor Uses

Intent: To retain a residential, neighborhood orientation for ground floor retail activity on Sixth Street through the actions developed by the City for neighborhood commercial zones. A non-mandatory marketing plan is to be promoted and small business funding sought for, among other items, facade improvements.

B. DEVELOPMENT

1. Building Rehabilitation and Housing Infill

Intent: To upgrade existing units through a building rehabilitation approach that increases standards of habitability to whatever extent possible while maintaining existing rent levels. New infill development should generate upper floor housing units as would be required without a conditional use permit under the aforementioned RC.4 zoning.

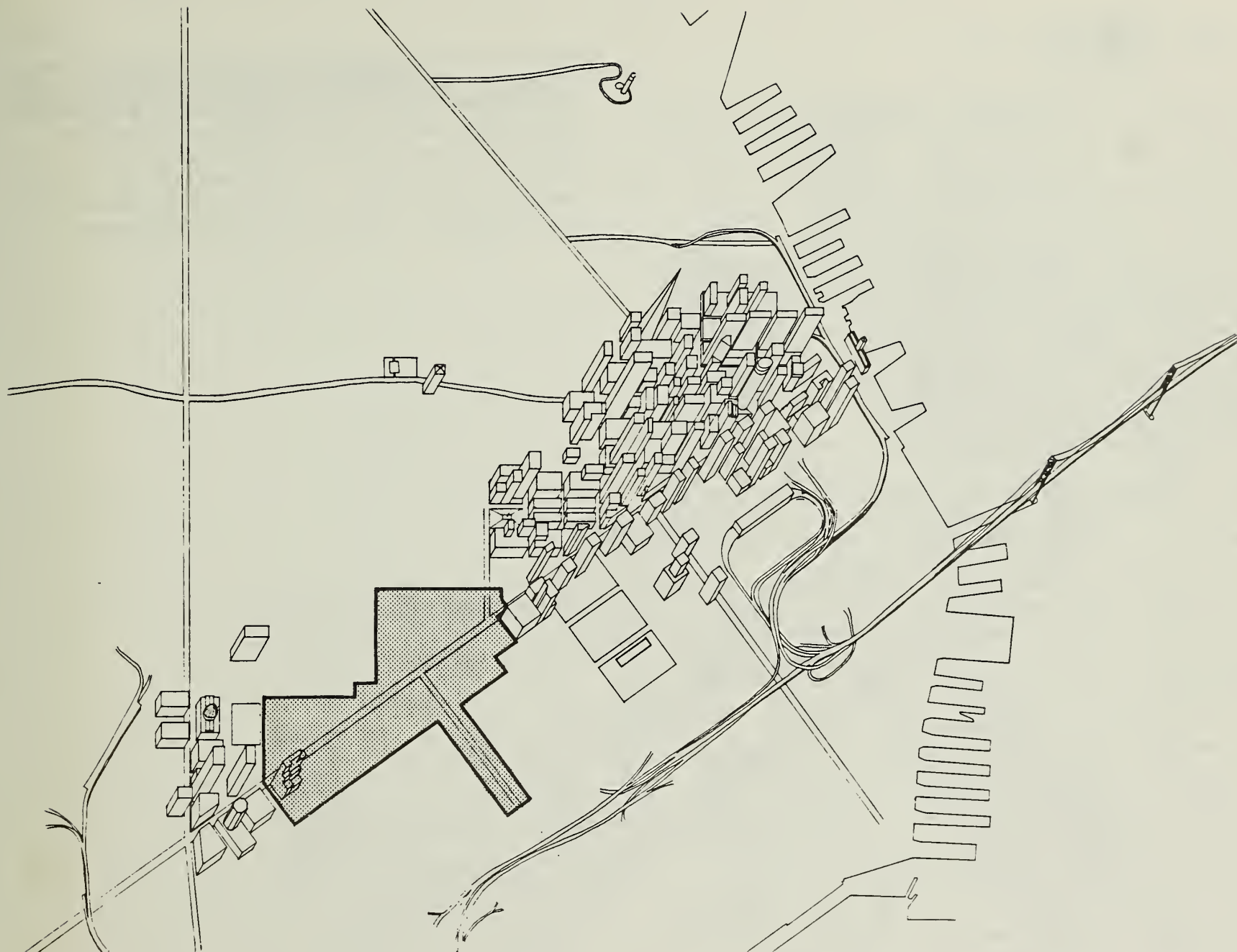


Fig. 0.2

MID-MARKET STREET DISTRICT

SUMMARY ILLUSTRATION

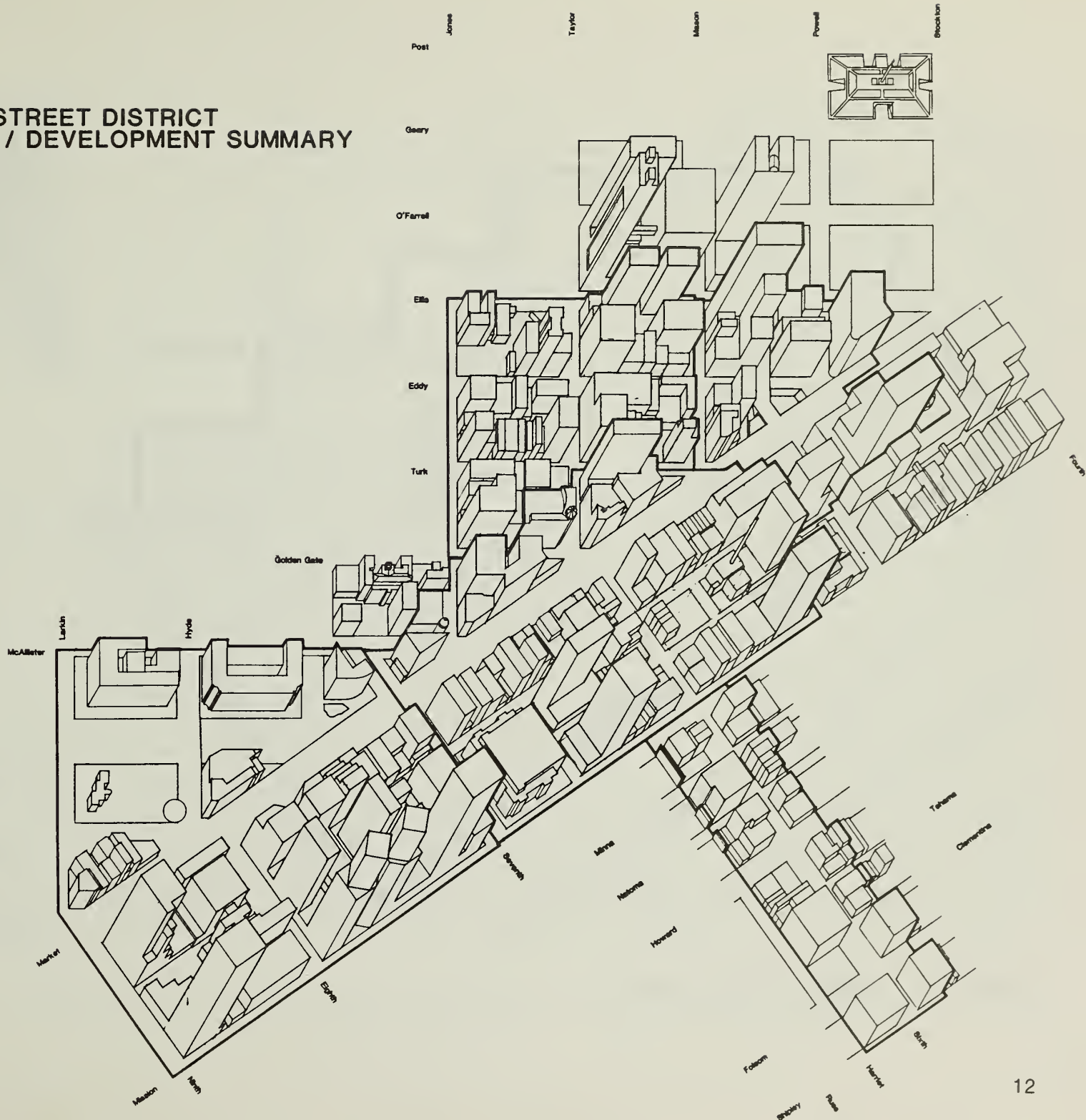
The accompanying summary drawing (figure 2) illustrates the major goals and objectives of the study. In general, the height of new development for the Mid-Market Street District is restricted between Fifth and Seventh Streets to a level which maintains, when viewed from a distance, a visual separation of the two high rise districts along Market Street, the Financial District and the Government Center. In this same Mid-Market Street area, a conservation framework of historic and landmark buildings is defined and protected in order to insure that the existing physical character of the District will be protected.

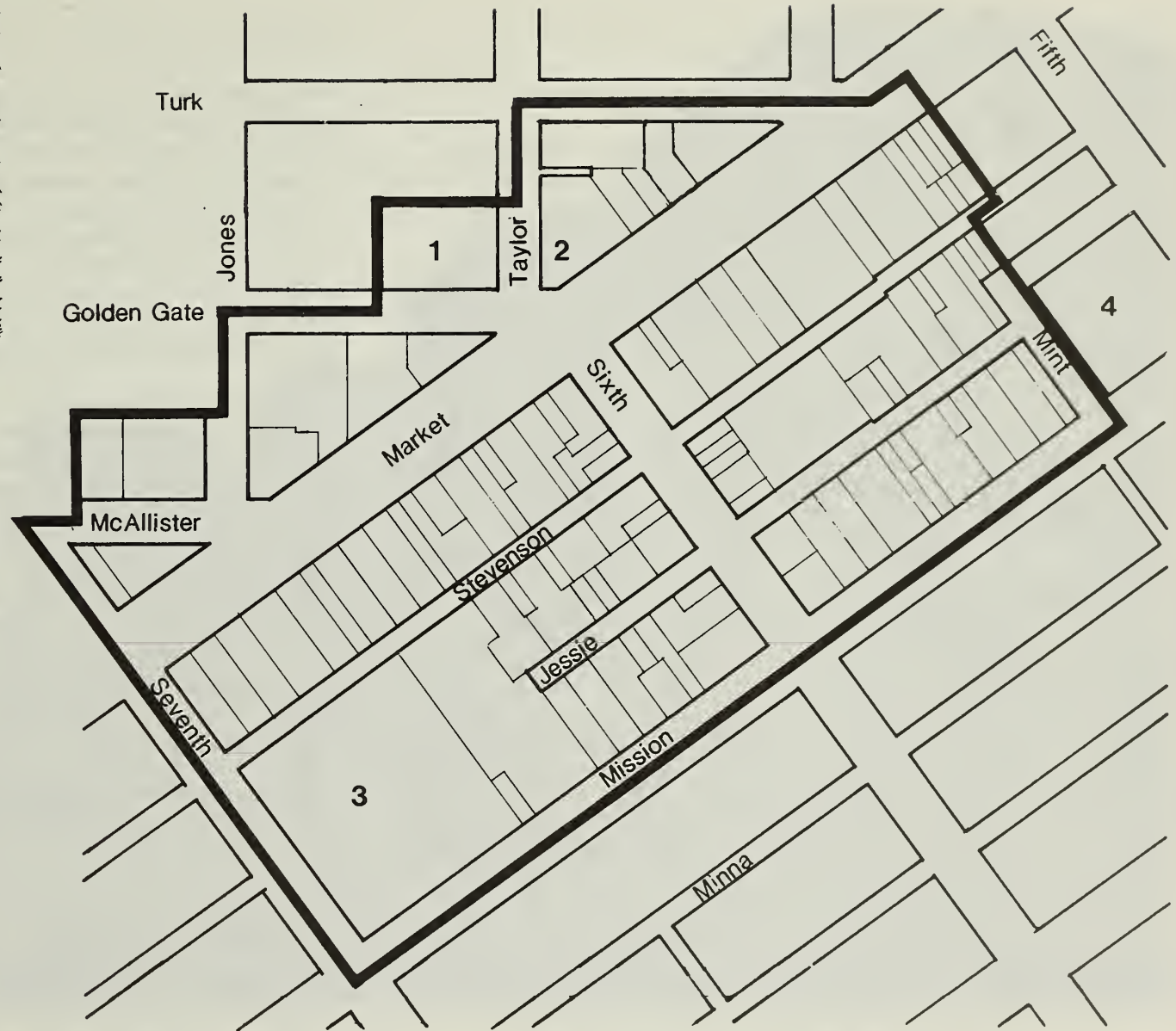
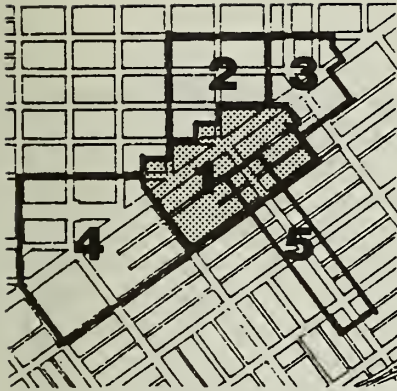
The major plaza areas, Hallidie and United Nations, are to be enhanced and made more active through land use recommendations which favor mixed use development, including new concentrations of high rise housing. The area's most distinguished architectural landmarks, the U.S. Mint and the U.S. Post Office and Court of Appeals buildings, are treated as public squares which help give identity to the new concentrations of housing. Through measures which will help protect the existing housing stock in the adjacent North of Market and South of Market neighborhoods, the mixed use character of the Mid-Market Street District can better be maintained and strengthened. The subject of particular concern for these residential areas is the rehabilitation of existing housing units, to the extent that precludes substantial rent increases.

Taylor Street and Sixth Street are treated as important buffers against single use and large scale new development which now threatens the area. Existing theatres offering live entertainment are made the subject of special recommendations which would insure their survival and encourage entertainment related new development.

Fig. 0.3

MID - MARKET STREET DISTRICT
CONSERVATION / DEVELOPMENT SUMMARY





1. Golden Gate Theatre
2. Warfield Theatre
3. Hibernia Bank
4. Penney's Building
5. U.S. Mint
6. U.S. Post Office and Court of Appeals

1. MID-MARKET STREET CORRIDOR

MID-MARKET STREET CORRIDOR

I. ISSUES

Introduction

Market Street between Fifth and Seventh Streets contains a significant number of buildings with historic or cultural value to the City of San Francisco. Two theatres, the Golden Gate and the Fox-Warfield, are of a scale and grandeur that would not be replaced through contemporary development activity. The south side of these two blocks of Market Street contains enough turn-of-the-century loft buildings to retain the scale and character typical of the older downtown San Francisco office district. The approximately 90 foot cornice line of these buildings, together with the proportions and detailing of their facades, creates a distinctive character that sets this portion of Market Street apart from the newer, high rise development of the Financial District and the expanding government office development of the Civic Center.

Two large, inner-city residential neighborhoods border this distinctive area of Market Street: the North of Market or "Tenderloin" and the less well understood and defined South of Market. The proximity of these two residential areas is most visible on Market Street in the immediate vicinity of the Sixth and Seventh Street intersection. Finally, Mission Street continues to assume an increasingly important role, in conjunction with Market Street, as a transit corridor.

Public Safety

The Mid-Market Street Corridor is within the Police Department's Southern District. A comparison of the reported crime incidents -- from open alcohol in a vehicle to aggravated assault with a deadly weapon -- in the Southern, Central and Northern districts show the total incidents for the Southern District in 1980 up 7% from 1979, while the total incidents for the Northern and Central districts were down about 1%.

Some building owners say potential tenants do not locate in the area because of its social character. Many people interviewed for this project admit to feeling vulnerable when on the street, as if they may be assaulted at any time. However, most characterize the area during the daytime as "weird" -- because of inebriates, bag ladies, and other characters -- rather than "dangerous." Statistics support this impression. During June 1981, 28 incidents occurred at the corner of Seventh and Market Streets. Only five of these happened between 8 a.m. and 5 p.m., and three of the five involved persons under the influence of alcohol in a public place.

Captain Robert Forni of Southern Station says teen-age gangs, hard-core felons and male prostitutes all are part of the scene in this area. They are attracted to the pool hall, the arcade and other game sites. "The people here cause just enough trouble to be a problem," Captain Forni



Mid-Market Street Corridor Loft Frontages

says, "but not enough of a problem to close the places up." It takes 10 police officers to handle the daily pickups and deliveries of inebriates to detoxification centers.

Between July, 1980 and June 30, 1981, there were only six fires in this area. All were accidental, one-alarm fires and damage was negligible in all but one case. Fire Department Assistant Chief of Support Services Joseph Sullivan believes the area is well protected by the three nearby fire stations and has adequate water pressure at hydrants throughout the area. Alluding to the disastrous fire in the Weinstein building three years ago, he notes that it is critical to maintain complete access to the alleys and to fully sprinkle buildings, especially loft buildings, when they are upgraded.

Street Activity

The stores that line Market Street from Fifth to Seventh Streets, the people who patronize them and the general foot traffic define the character of this section of the study area. On the street are residents from North and South of Market, teenagers from other neighborhoods, office workers, and tourists. Many come just to walk, or to do their banking, or to eat at the inexpensive restaurants or fast-food places, or to shop at the retail and chain stores such as Merrills and Walgreens Drug Store. Seven storefronts are vacant. One slim

storefront, formerly a porn shop but vacant for a year and a half, recently reopened -- again as a porn shop.

Socially, the area seems in many ways to have reached its nadir. Yet there is much life on the street. There is surprisingly little turnover in the ground-floor stores, and the merchants who cater to the more stable population -- residents, office workers and other merchants -- say business is good. In the last eight months, three new, major businesses have opened.

"What we did here is keep our fingers crossed," says Larry DeSpain, real estate representative for Pic-A-Dilly, which sells moderately priced women's clothes. Pic-A-Dilly stores usually do not locate in inner-city neighborhoods but in malls. "Normally we do extensive demographic studies and other assessments before we locate a store," DeSpain says. "We took a chance (opening on this part of Market), and we're very pleased with the store. Sales are tremendous. I'll be glad to talk to other merchants who might have cold feet about locating in the area." This store's customers tend to be women who work in the area and young women who wander across the Fifth Street shopping "boundary."

Two doors away at the new Waldenbooks branch, business also is good. Manager John Adams is satisfied with sales so far and says the company expects them to double in the next two to three years.



Historic Buildings – Golden Gate and Warfield Theatres

"Sometimes the area with all its drifters gets me down," Adams says. "Shoplifting is bad here, but it's no worse than at the other San Francisco stores. We're taking a chance here and hoping the area will improve."

Bernard Averbush of the Market Street Development Corporation believes that others will follow these "adventurous risk takers." The changes in street activity as new businesses commit themselves to the area is also affecting upper-story uses and the real estate market for the buildings themselves.

Upper Story Activity

"The demand for office space in the area is great," says P.V. Stuppi of the Anders Land Company. After 21 years of ownership, the company has sold its building at the corner of Market and Sixth Streets. At the time of the sale, all 45 of the building's offices were occupied. At year-end, a similar sale was about to take place for the eight-story office building at 1095 Market (at Seventh), where occupancy has been as high as 94% in the last year. In a survey of study area building owners and managers, all respondents said they have little or no problem renting office space now, a definite change from several years ago.

Office space rental currently is low in the area -- \$.50 and \$1.25 a square foot. As such, this stock of low-cost space serves the needs of small businesses that

must be centrally located or located close to the Civic Center. Building owners say small, single offices are the hardest to rent, and that frequent requests for 1,500 square foot spaces -- about the size of one floor at 1095 Market -- are the hardest to satisfy. One owner, whose building in the area has loft space that has never been used in his 30 years of ownership, says his company is "waiting for the area to improve sufficiently to justify substantial improvement."

Property Owners

To assess property owners' views and their commitment to the study area, questionnaires were sent to all 38 owners in the Mid-Market Street Corridor. Nine responded. Two had owned their property for only 6 months, and one had owned his for 70 years. The average length of ownership was 22 years. Asked if they planned to sell their property in the next few years, two said yes (not the two cited above), five said no, two said they did not know. Five owners feel the area is better now than 10 years ago, and four feel it is the same or worse. Most of the owners had recommendations for improving the area: Two suggested city policy changes that would create improvement-development incentives; three encouraged the removal of "drunks and derelicts"; two felt a major commercial development would provide incentive for owners to upgrade.

Like owners in other parts of the study area who were surveyed, those in the

Mid-Market Street Corridor have mixed feelings about their properties. If, as one owner said, the area indeed is "hot," owners are still faced with deciding whether to keep, upgrade, or sell their buildings. Certainly they are weighing the effects of the proposed changes on properties that surround them -- the possible Greyhound move, the proposed Trinity Properties development (Eighth and Market), the Penneys and Lincoln developments (Fifth and Market), and the sale of the Fox-Warfield building.

Potential displacement in coming years includes hundreds of small businesses, non-profit organizations in low-cost office space, and ground floor retail and neighborhood services, many with short leases. Their customers are the people who work in the area and the thousands of permanent residents just north and south of Market Street.

II. GOALS, OBJECTIVES AND RECOMMENDED ACTIONS

A. CONSERVATION

1. Mid-Market Street District Identity

Intent: To maintain the distinctive visual character of the Mid-Market Street District.

Market Street has never had a uniform character along its entire length. The Beautification Project of the 1970's introduced a certain level of design uniformity which underscores the symbolic and functional importance of Market Street's position as the city's main street. Yet certain distinctive areas of the city through which Market Street passes assert their character and divide the street into visually definable districts (fig. 1.1). The area between Fifth and Seventh Streets still contains one of the most visibly coherent concentrations of older San Francisco office buildings. This particular portion of Market Street is clearly experienced as a break in the scale of high-rise development between lower Market Street and the Civic Center area. It is an important expression of a particular working area of the city and of the proximity of two large, inner-city residential areas. Such zones add a level of richness to the symbolic role of Market Street for all of the city and should be maintained and reinforced in whatever ways possible.

Recommendation: Heights between Fifth and Eighth Streets should be zoned so that from distant views a clear separation is perceived between the high rise development of the Financial District and the Civic Center Area. Recommended heights are illustrated in figure 1.5. In general, the recommended heights are consistent with those proposed in Guiding Downtown Development.

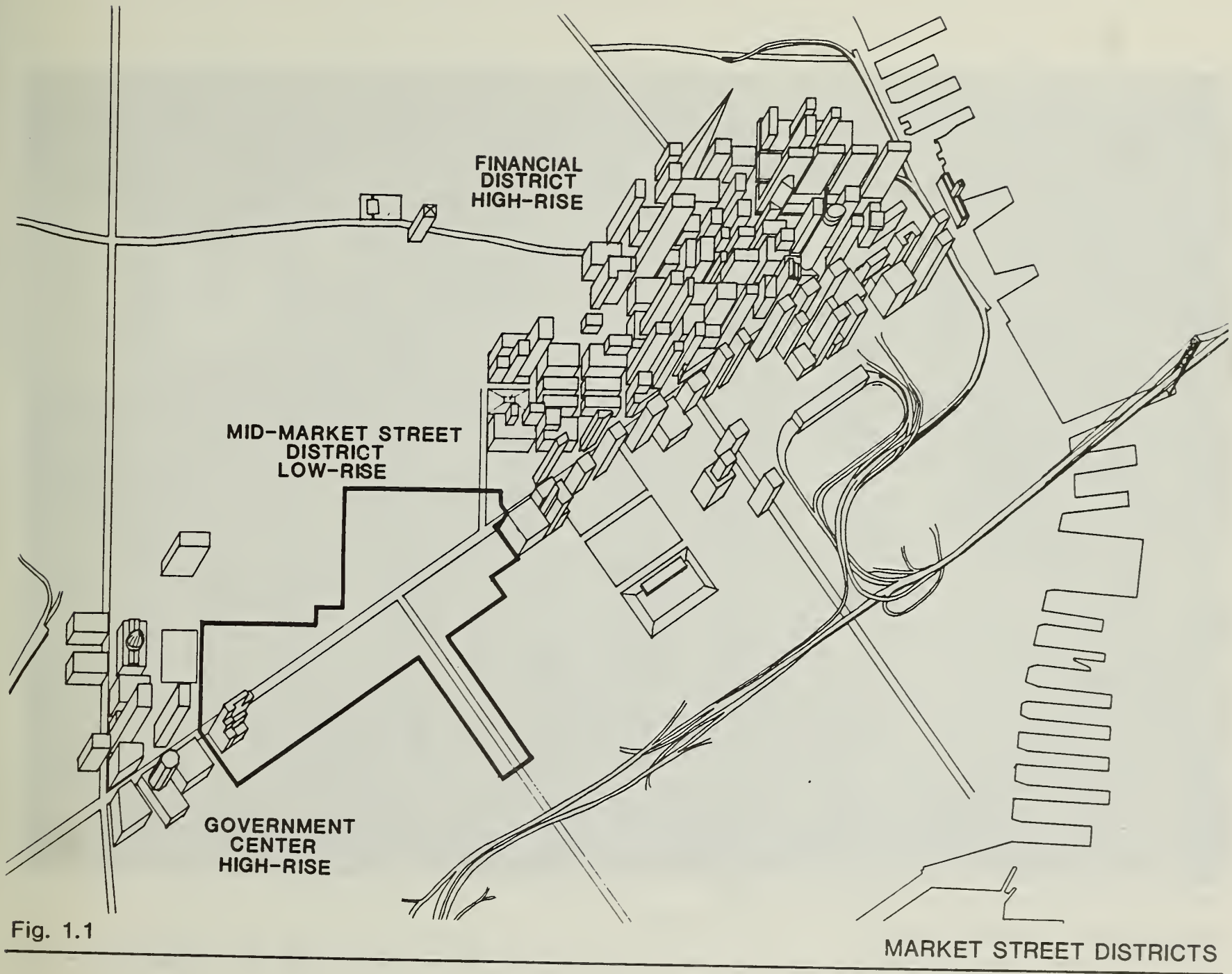


Fig. 1.1

MARKET STREET DISTRICTS

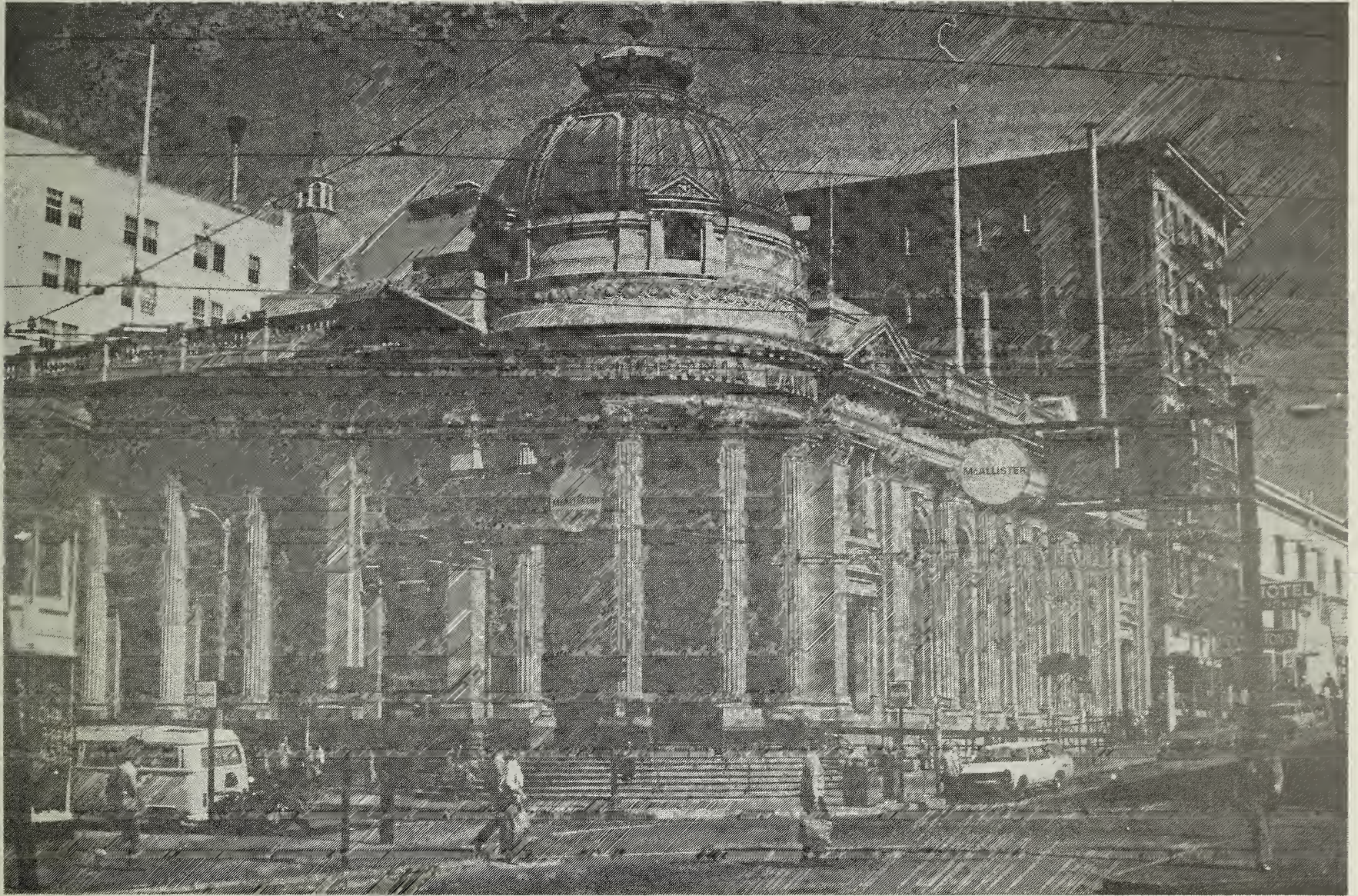
2. Historic Buildings

Intent: To maintain the existing historic and landmark rated buildings between Hallidie Plaza and the United Nations Plaza.

Those buildings in the Mid-Market Street District which have been highly rated by the San Francisco Architectural Heritage and Department of City Planning surveys, such as the Hibernia Bank, constitute an important framework for conserving existing character (figs. 1.2, 1.3). In addition to their cultural value, these buildings often offer a type of office space which is more feasible for use by small firms. It is space which typically rents at a lower rate and therefore is also important in terms of preserving a certain degree of diversity in the services available in the downtown area.

Recommendation: Buildings which are rated A or B in the Heritage Survey and 5 or 4 in the DCP Survey (fig. 1.2) would have a high probability of qualifying for landmark designation if the owner chooses to apply. The owner would then be eligible to receive federal tax benefits for preservation efforts. The study does not recommend historic district designation for the area because sufficient character can be maintained through buildings which qualify for preservation benefits on an individual basis. Historic district status would mean more controls which could be perceived as a negative factor in

promoting the economic vitality of the area. The study endorses the FAR bonuses and development transfers presented in Guiding Downtown Development as a meaningful way to further implement building conservation goals for the area.



Historic Building – Hibernia Bank

Conservation Key

- A** Landmark Status
- B** High Status
- C** Contextural Value
- NR** Not Rated -
Alterations Mask
Potential Status
- R** Residential Hotel

Orientation

- A1. Golden Gate Theatre
- A2. Warfield Theatre
Hibernia Bank
- A4. Penney's (Hale's Dept. Store)
- A5. U.S. Mint
- A6. U.S. Post Office
and Court of Appeals

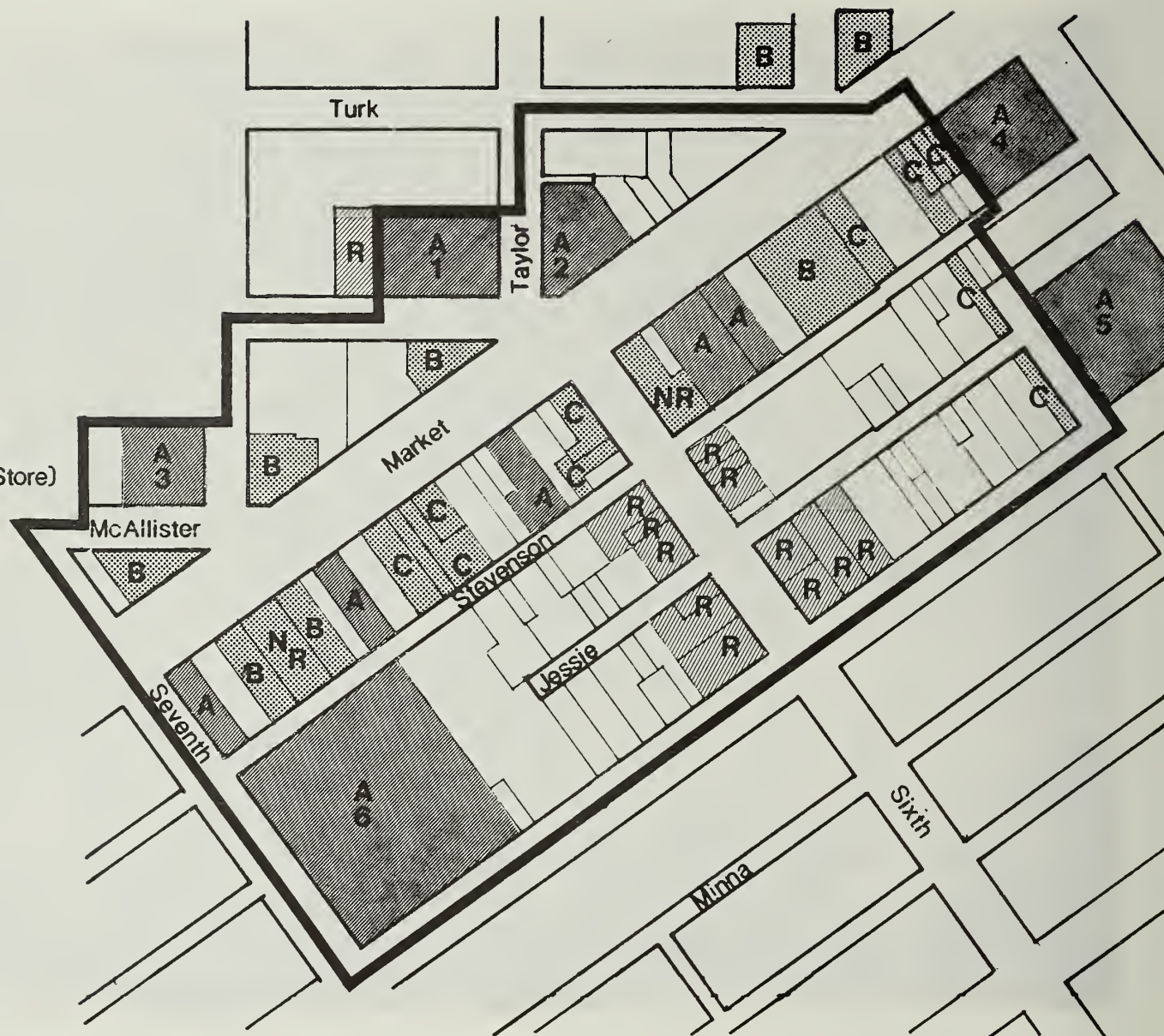




Fig. 1.2

HISTORIC BUILDINGS & RESIDENT HOTELS

Conservation

-  Historic Buildings
-  Resident Hotels

Orientation

1. Golden Gate Theatre
2. Warfield Theatre
3. Hibernia Bank
4. Penney's (Hale's Dept. Store)
5. U.S. Mint
6. U.S. Post Office and Court of Appeals

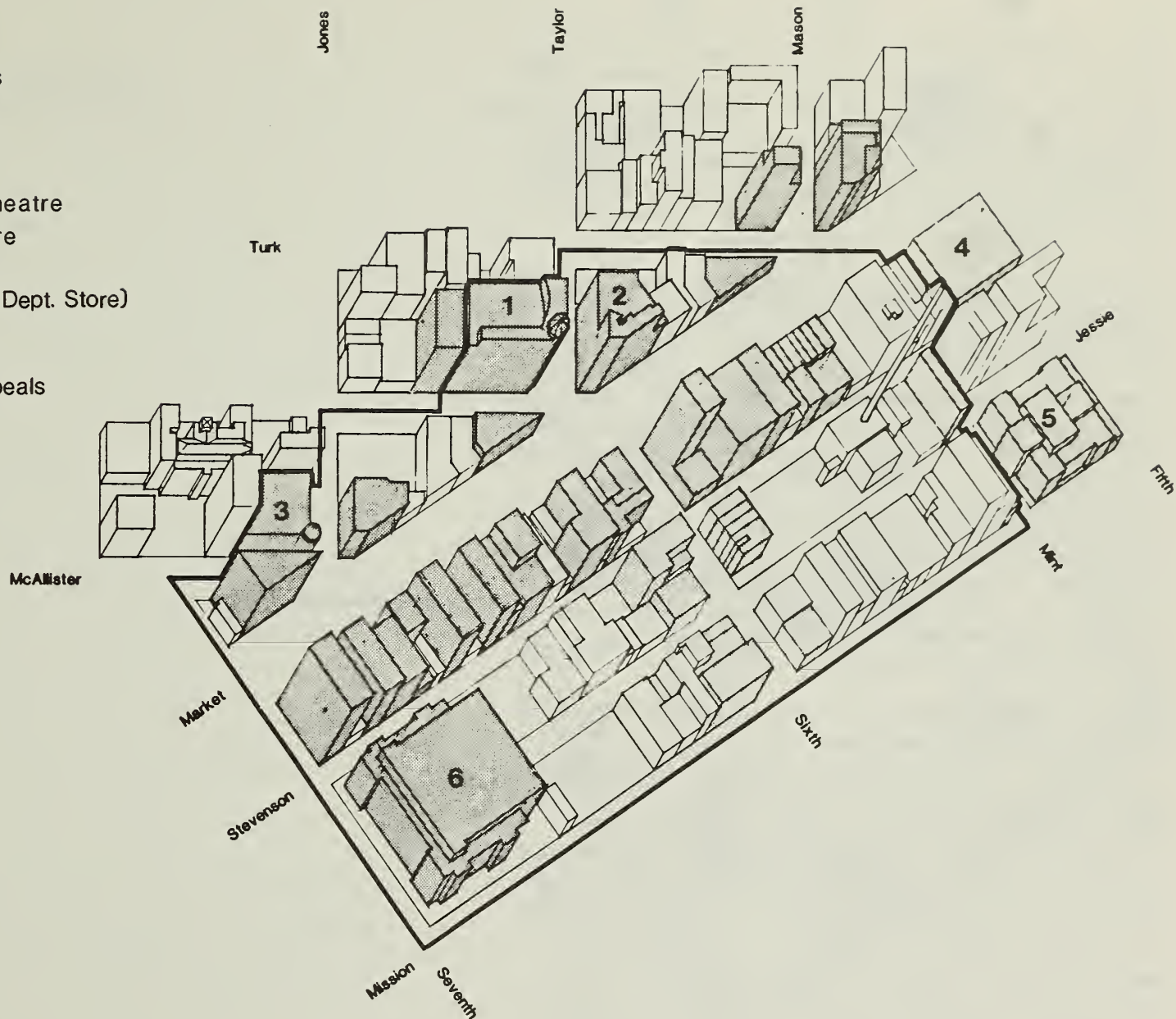


Fig. 1.3

CONSERVATION FRAMEWORK

3. Theatres

Intent: To protect the theatres providing live entertainment and to guard against the gradual erosion of valuable support services such as convenient and safe off-street parking, especially in the North of Market Street area.

The theatres on Market Street, especially those which present live performances, depend heavily upon adequate off-street parking to maintain operations. Any new development plan which seriously reduces the number of off-street theatre oriented parking in the immediate North of Market area should be required to provide adequate replacement parking on-site or nearby (fig. 1.4). The theatres are an invaluable urban resource which must not be lost directly through demolition or indirectly through an erosion of those support systems crucial to their successful operation.

Recommendation: The FAR bonuses and development transfers developed for historic buildings in Guiding Downtown Development should be extended to include theatres providing live entertainment. Projects requiring PUD approval or other special city review and which are within a three to five minute walk from a theatre should be required to make a certain percentage of off-street parking space available in the evening in order to facilitate the growth of entertainment related land uses and to compensate for the gradual erosion of surface parking lots in the area.

Existing Parking, number of cars

Theatres

- A. Golden Gate Theatre
- B. Warfield Theatre
- C. Cinema
- D. Curran Theatre
- E. Geary Theatre



Fig. 1.4

EXISTING THEATER PARKING INVENTORY

4. Sunlight on Market Street

Intent: To maintain maximum sun exposure for Market Street as is presently established by the heights of historic buildings.

Given the conservation goal of maintaining a continuous cornice line of approximately 90 feet, adjusted according to actual heights of historic buildings along the south side of Market Street, the worst condition at noontime for sun exposure to the north side of the street is defined by the angle of the winter sun at 11 a.m. The recommended condition can be maintained as illustrated in the accompanying diagram even when greater building heights are allowed on the north frontages along Mission Street (fig. 1.5).

Recommendation: The criteria for maximum sun exposure under worst conditions during certain critical hours of mid-day use are established by a building height of 90 feet on the south frontages along Market Street. Zoned heights, as illustrated in figure 1.5, would not permit this sun condition to be made worse. The 90 foot height should allow infill development to exactly match existing cornice lines of adjacent buildings. The actual zoned height limit might be set between 90 and 100 feet. Under design review procedure, the actual approved height would allow a new building to match the highest adjacent cornice height up to a limit of 100 feet. The 11:00 a.m. sun angle then becomes an additional development constraint,

together with height and bulk, for parcels in the study area. The recommended heights for this area endorse those set forth in Guiding Downtown Development; however, the criteria for worst conditions are changed as noted. First, the critical period of the day for a downtown retail area is 11:00 a.m. to 2:00 p.m., the time of greatest use. Second, rather than the period of the year starting with the spring equinox and ending with the fall equinox, the study recommends that concern be focused on the conditions at the winter solstice.

The recommended height envelope for the Market to Mission Street block would be as illustrated in figure 1.5. Heights greater than the 240 feet set forth in Guiding Downtown Development are possible without compromising the concern for sunlight. In some locations greater height may be desirable to promote development programs which include on-site housing. However, these greater heights conflict with the previously described conservation goal of maintaining lower heights for the Mid-Market Street District more in keeping with traditional development patterns. Even with a 240 foot height limit, additional controls on building bulk are needed for Mission Street. For example, percentage of lot coverage at different heights might be required as is set forth in the Rincon Hill plan prepared by the University of California Task Force.

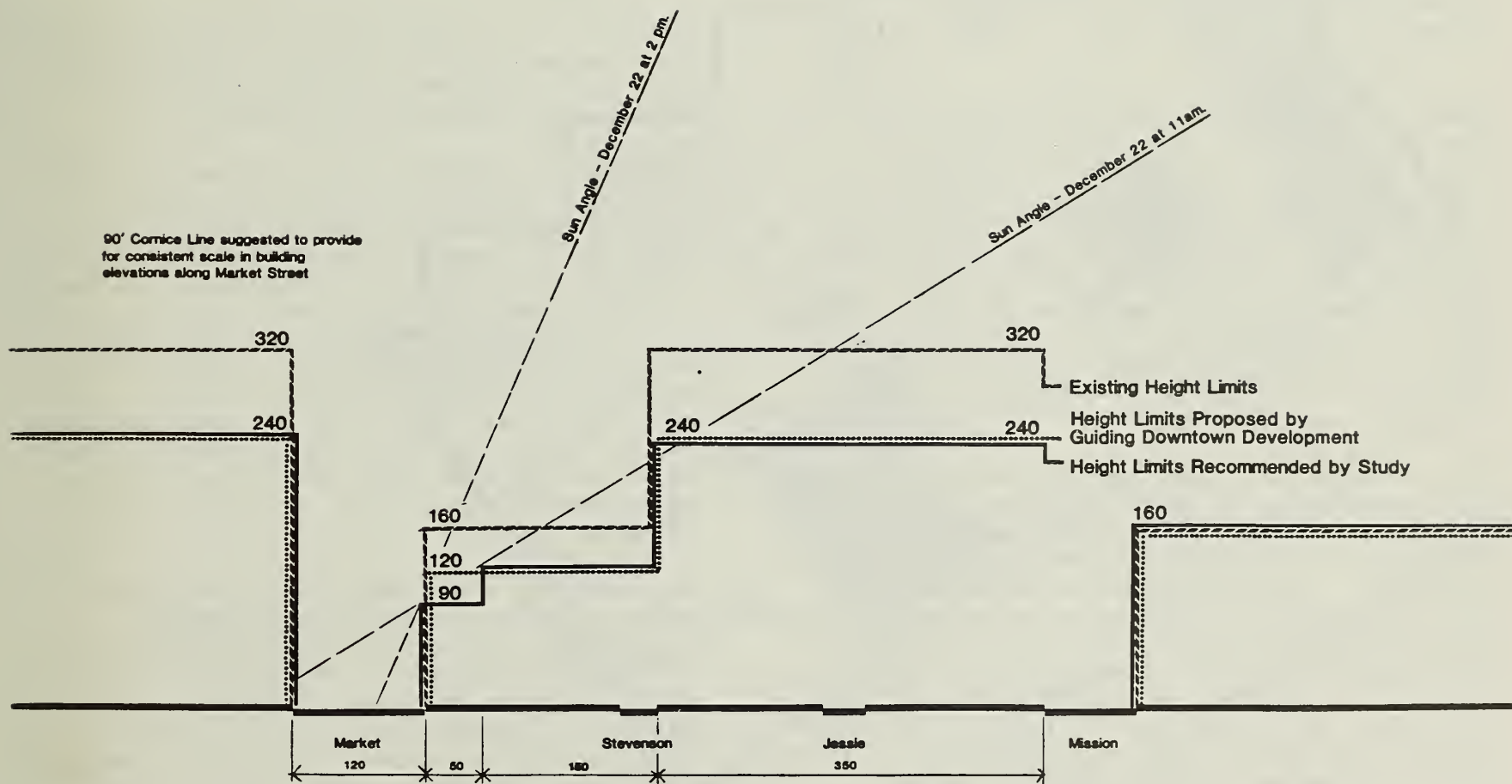


Fig. 1.5

RECOMMENDED BUILDING HEIGHTS FOR SUN EXPOSURE

B. DEVELOPMENT

1. Infill Sites

Intent: To promote the development of identified, non-conforming Market Street frontages to be compatible with the existing height and scale of adjacent historic buildings.

Under current zoning certain buildings in the Mid-Market Street Corridor greatly under-utilize the potential development capacity of the site. These sites are prime candidates for infill redevelopment (fig. 1.6). Where appropriate, the designated historic buildings which establish the historic scale and character of the area are to be designated for rehabilitation, adaptive re-use or preservation actions in conjunction with the development of adjacent infill sites.

Recommendation: New infill development on the south side of Market Street must be compatible with the architecture of the historic loft buildings which characterize the area. Cornice lines must be set to match those of the closest loft building. In cases where there are two adjacent loft buildings with different height cornice lines, the highest existing cornice line governs. Infill compatibility guidelines are to be established comparable to those for the Jackson Square Area or Civic Center. The guidelines should address the concerns identified in Guiding Downtown Development under "Criteria for Approval of Conditional Uses." As defined by that

document, the area lies within Downtown Conservation District No. 2 (Retail Area Special Use District).

2. Mid-Block Sites for Market Rate Housing


Intent: To promote new concentrations of housing on South of Market Street blocks within the Mid-Market Street Corridor adjacent to landmark buildings.

Landmark buildings such as the U.S. Mint and the U.S. Post Office and Court of Appeals offer an excellent opportunity for providing a marketable focus and identity for new housing in the Mid-Market Street Corridor (fig. 1.6). The alleys can offer a residential scale and the mid-block locations provide adequate buffers from Market and Mission Street traffic. Such housing sites require high rise development with secure entries to insure their success and are often dependent upon a developer's ability to assemble several parcels.

Recommendation: Modify the description of housing sites in Guiding Downtown Development to include consideration of the inner portion of the Market to Mission Street blocks between Fifth and Ninth Streets. Those parcels which are located adjacent to or across from major landmark buildings or public open spaces should be designated as being of a high priority for high density housing developments.

Key

 Infill Sites

 Assembly Sites

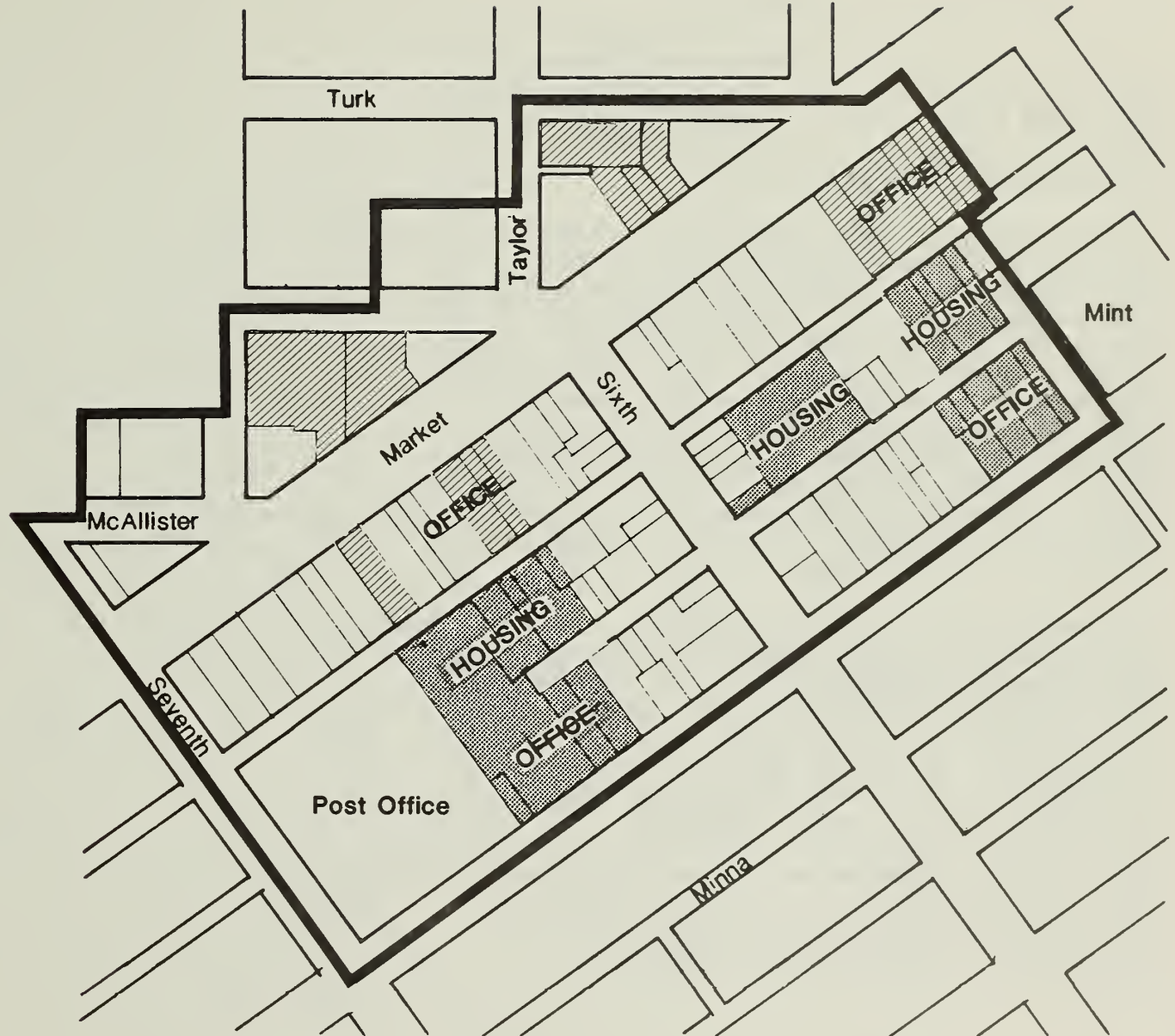


Fig. 1.6

RECOMMENDED LAND USE CONCEPT

3. Development Transfers

Intent: To promote land assemblies on South of Market Street blocks for parcels which do not contain rated buildings in order to allow creative transfers of development intensities.

Parcels which do not contain historic rated buildings are often more feasible for optimum development capacity when they can be combined with several adjacent parcels. In many cases the valuable Market Street frontage is more constrained but can be made the address for the project with the larger scale of development located at mid-block or on Mission Street. Unused Market Street development capacity can be transferred from sites containing historic buildings to further support such a massing of the overall block.

Recommendation: The FAR bonuses and development transfers set forth in Guiding Downtown Development are to be endorsed for the incentives which they give to conserving older buildings and locating development intensity where greater heights do not create unacceptable environmental or visual impacts. Mid-block or Mission Street sites become more likely candidates for new development when their capacity can be significantly increased by the bonus or when they can establish a Market Street address.

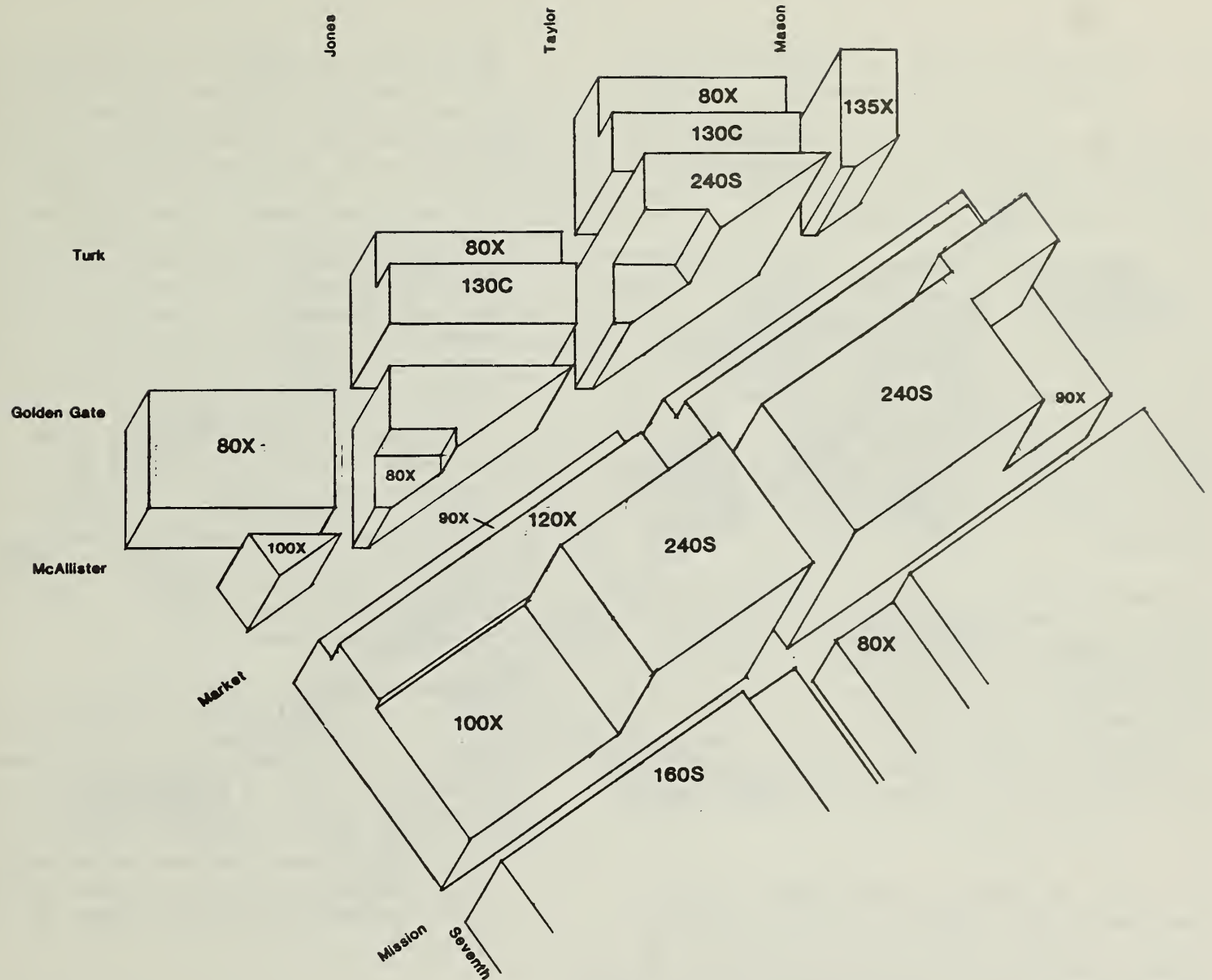


Fig. 1.7

RECOMMENDED BUILDING HEIGHTS

4. Mid-Block Market to Mission Street Pedestrian Connections

Intent: To promote opportunities in the South of Market Street blocks for mid-block pedestrian connections between Market and Mission Streets.

The growing importance of Market and Mission as an integrated transit corridor is greatly facilitated by opportunities for pedestrian connections between the two streets at mid-block. Such connections increase the commercial value of properties on the mid-portions of the block and are compatible with the previously discussed concept of locating large scale development at mid-block or on Mission Street while creating a Market Street address.

Recommendation: The open space requirement, as described in Guiding Downtown Development, should be wholly or partially satisfied by through block pedestrian passageways if they remain accessible to the public at all times. It is further recommended that public safety and comfort be made a criteria for final approval of the passageway as required open space.

5. Alley Access

Intent: To promote development which maintains the integrity of the South of Market Street alley system for service access to Market Street and Mission Street properties.

The nature of Market and Mission Streets as a transit corridor means that the present alley system in the South of Market blocks is essential for service and fire access to properties on those streets. Alleys could be closed to permit better development opportunities only if new rights-of-way are created which restore through circulation (fig. 1.8). Converting alleys to pedestrian malls is not desirable if it interferes with service access to adjacent properties. Generally speaking, pedestrian movement through the South of Market blocks is presently not possible between Market and Mission while it is possible between the numbered streets. Given the length of the block as compared to its width, and given the greater concentration of pedestrian traffic on Market and Mission, priority should be given to promoting connections between these two streets. Dead end alleys are not an acceptable consequence of new development.

Recommendation: The integrity of the south of Market Street alleys as service access streets should be maintained. They can be closed to further development interests only if a new right-of-way is provided which maintains through circulation and service access for all parcels. Dead end alleys are not an acceptable consequence of through block development or of proposed modifications to the alley systems.

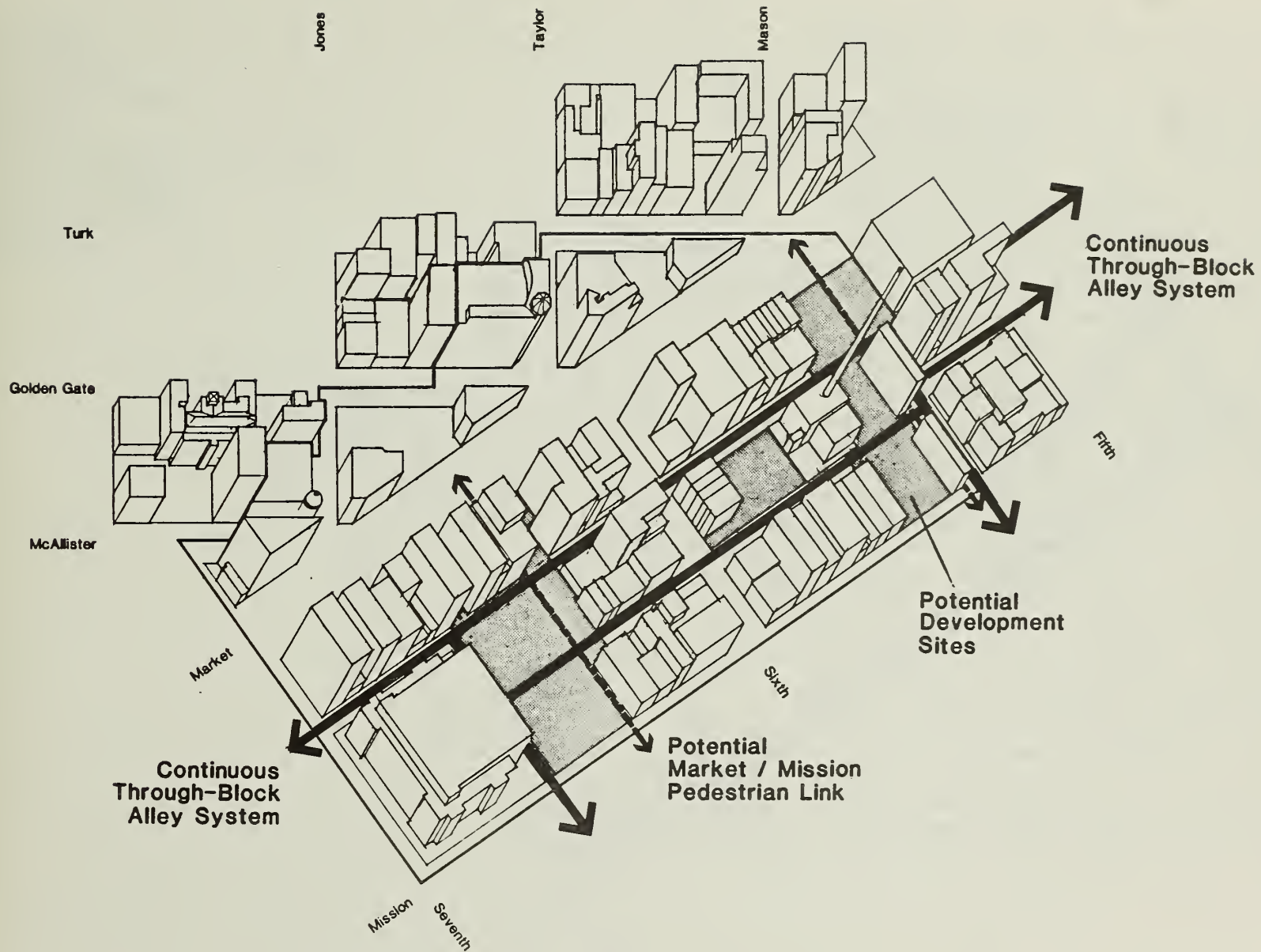


Fig. 1.8

PEDESTRIAN CONNECTIONS AND ALLEY ACCESS

MID-MARKET STREET CORRIDOR SUMMARY

The accompany summary drawing (fig. 1.9) illustrates the recommendations for the Mid-Market Street Corridor which are discussed in this section of the study. The existing framework of theatres, historic loft buildings, landmark buildings and tenant hotels gives the area a strong identity which can accommodate the recommended new development without a resulting loss of the district's distinctive character. The restricted heights for the South of Market blocks will maintain a visual separation between the high rise development of the Financial District and the Government Center. Mid-block pedestrian connections between Market and Mission reinforce the growing transit oriented character of the two streets. New concentrations of mid-block housing are located to gain identity from the landmark U.S. Mint and Post Office buildings. These two historic buildings are also important in breaking down the increased intensity of new office development recommended for Mission Street. Maintaining the historic scale of approximately 90 foot heights for the Market Street frontages also insures that the north side of the street will continue to receive a desirable degree of exposure to sunlight during critical noon hours.

Conservation

1. Loft Buildings
2. Landmark Buildings

Development

3. Market Street Office / Retail Infill
4. Mid-Block Housing
5. Mission Street Office
6. Tourist Hotel

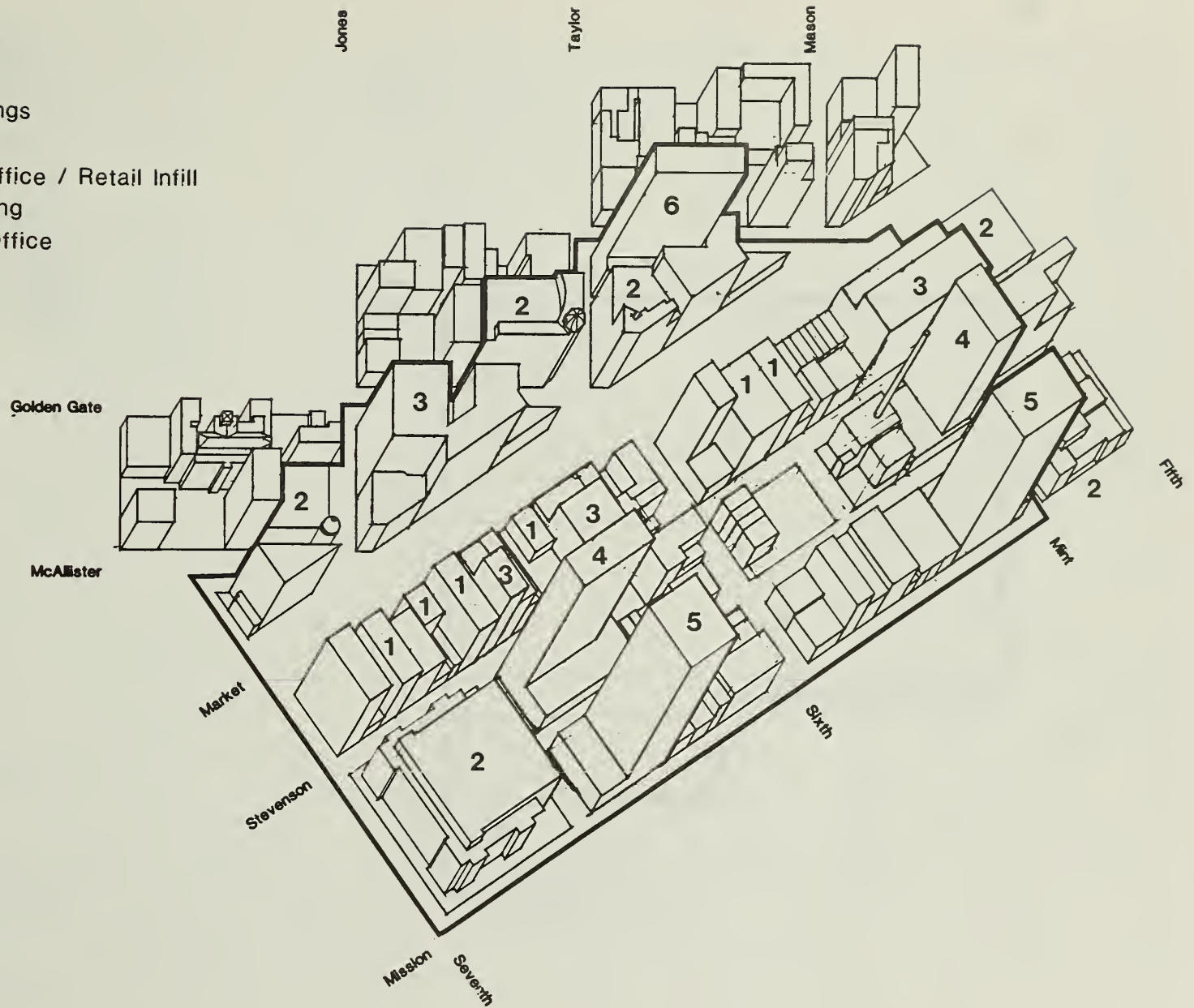
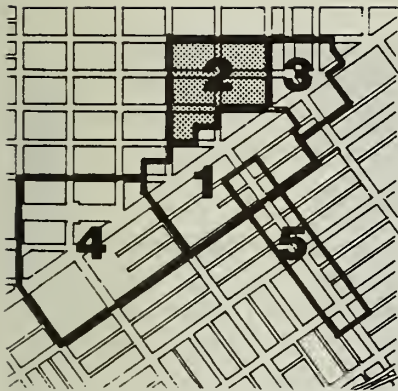
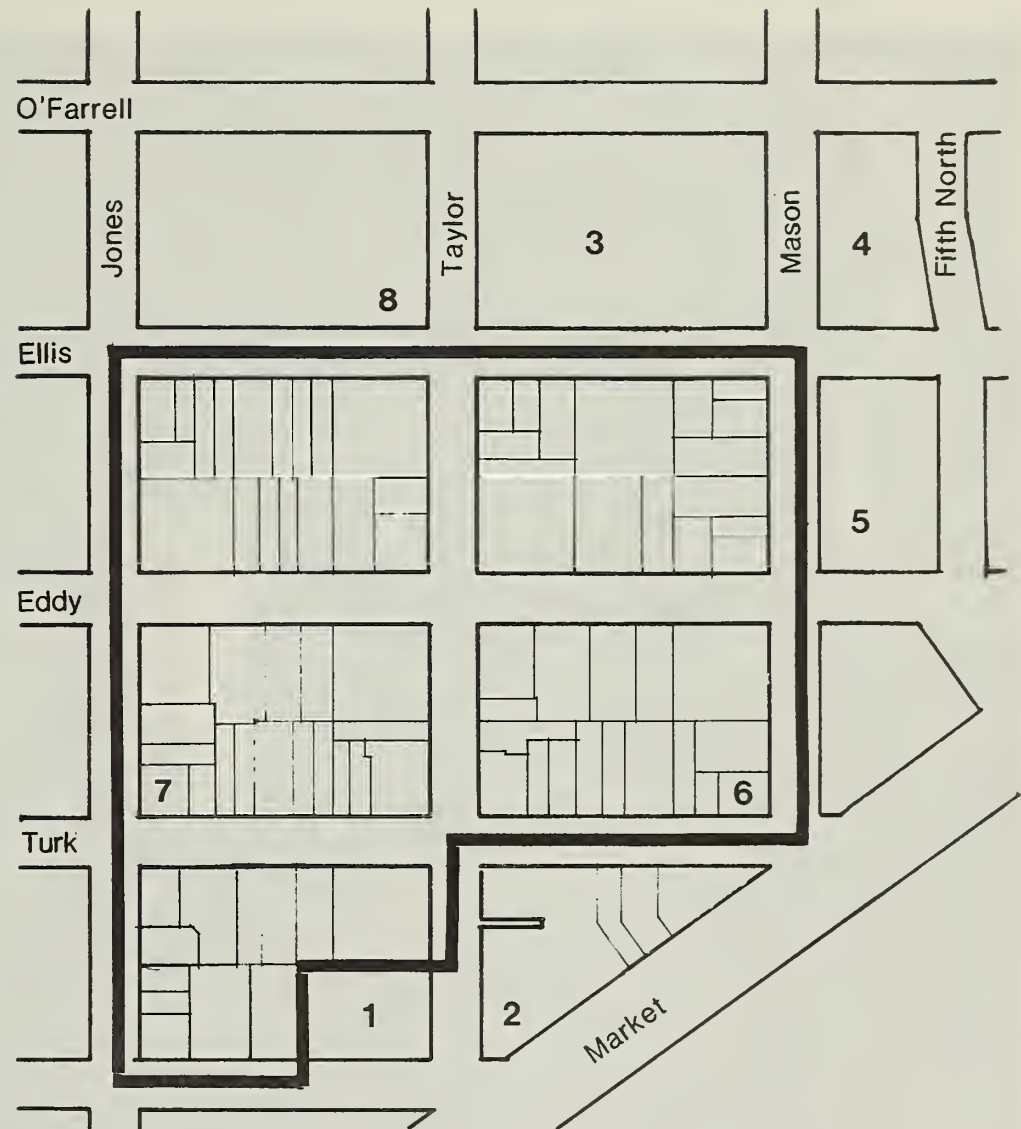


Fig. 1.9

CONSERVATION / DEVELOPMENT SUMMARY



1. Golden Gate Theatre
2. Warfield Theatre
3. Hilton Hotel
4. Proposed Holiday Inn Hotel
5. Proposed Ramada Hotel
6. Oxford Hotel
7. Antonia Manor
8. Glide Memorial Church



2. TAYLOR STREET CORRIDOR

TAYLOR STREET CORRIDOR

I. ISSUES

Introduction

The area surrounding Taylor Street between Market and Ellis is an important transition zone between recent hotel development and established North of Market living areas. Following the Hilton Hotel expansion, proposals by Ramada Inn and Holiday Inn have added to residents' fears that the many older apartment buildings and tenant hotels in the Tenderloin soon will be converted to visitor use or replaced by new development bringing higher rents that in turn will displace most of the lower income residents.

Other development proposals include in their programs a number of neighborhood oriented amenities, such as a supermarket or a community meeting space, but have been of a scale which would substantially increase densities and disrupt the area's social and economic character.

In addition, new developments threaten theatre oriented parking, displace some Market Street retailers, and increase the pornography and late night entertainment activities, especially if there is an accompanying increase in the number of visitor hotels in the area.

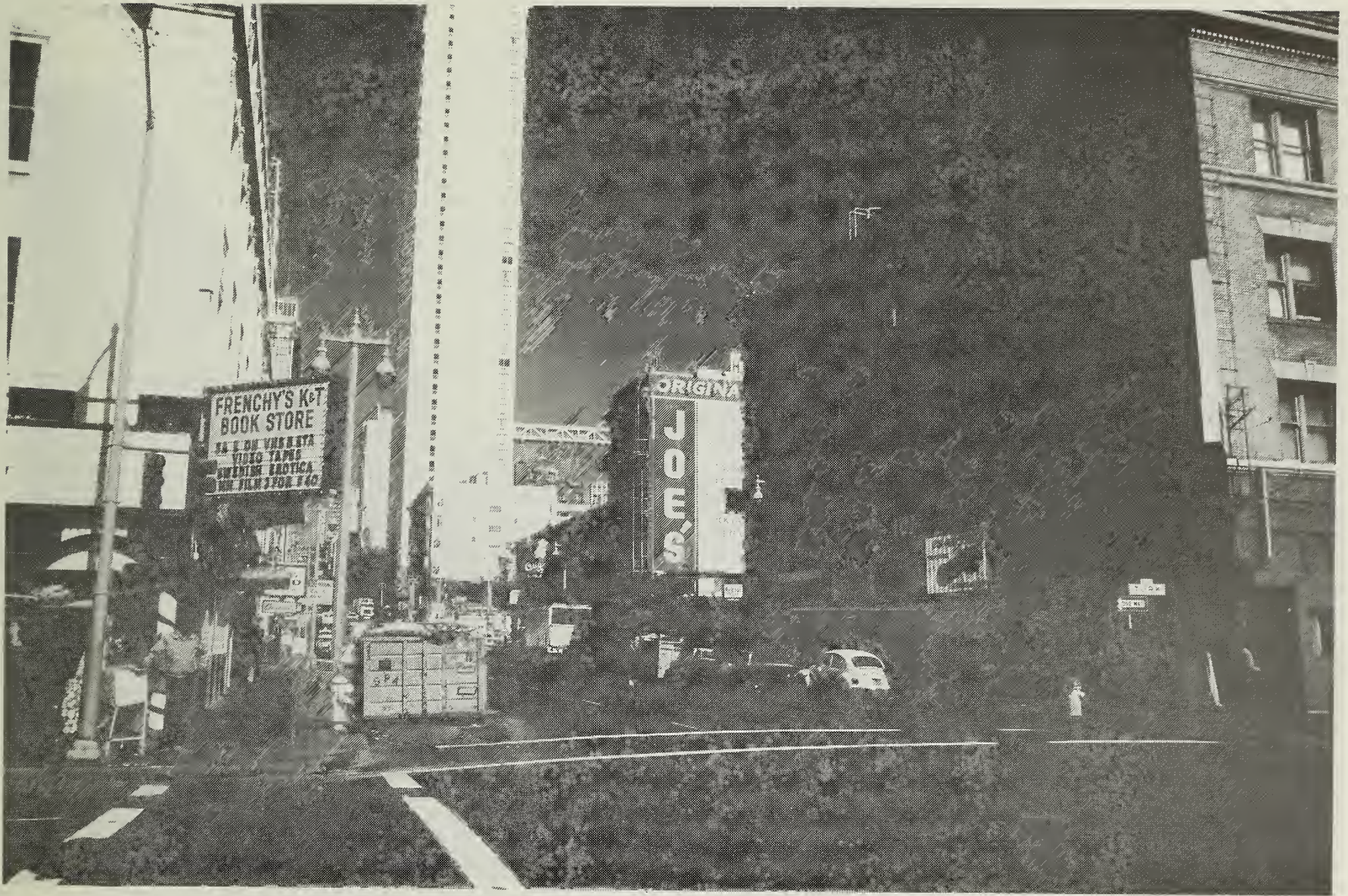
Development

The two major developments proposed for this area will affect more than half the

existing buildings. The scope of these proposals is such that they will create more pressures for change and development than any of the plans in the other four project study areas.

Land values are rising rapidly in spite of the scruffy character of the area, where there are 18 empty storefronts, 20 businesses that sell pornographic items or offer live "adult" entertainment, and 21 surface parking lots or garages. There are also many stores that are neighborhood-oriented: 26 retail or service businesses such as barber and tailor shops and 13 liquor/grocery stores. An X-rated movie house and a laundromat are next door neighbors on the same block as the Golden Gate Theatre. In the upper stories are 2,370 residential units -- 359 apartments and 2,011 residential hotel rooms -- that house low-income tenants.

Developers already have had to face strong opposition from Tenderloin residents. The North of Market Planning Coalition and the Gray Panthers oppose the potential reduction of low-cost housing stock. Their efforts include encouraging local legislation to restrict conversion of residential hotels to tourist hotels (about 25 buildings in this area are residential hotels), promoting nonprofit acquisition of housing, and changing the zoning in the Tenderloin from commercial to residential.



Taylor Street Corridor

II. GOALS, OBJECTIVES AND RECOMMENDED ACTIONS

A. CONSERVATION

1. Resident Hotels and Apartment Buildings

Intent: To maintain and reinforce the predominate residential land use patterns in the study area.

The major concentrations of longer-term residential units are on the East-West streets, such as Turk, Eddy, and Ellis (figs. 2.1, 2.2). These units should be protected from either demolition or conversion to visitor hotels or to non-residential uses.

The major conservation concern for the study area should be to create a protective buffer between the Union Square oriented hotel and general retail land uses and the large mass of lower income housing concentrated in adjacent, North of Market area.

The proven cost effectiveness of housing rehabilitation over new development should make this goal a major policy concern for city officials.

Recommendation: A new study on tenant hotels soon to be published by the National Trust states that current costs of tenant hotel rehabilitation in Portland, Oregon range between \$500 to \$5,000 per unit. Compared with the U.S.

Department of Housing and Urban Development's figures of \$50,000 to \$100,000 per unit for Section 8 new construction programs, building rehabilitation must be taken seriously as an important response to the City's housing shortage. Code related guidelines should be established for structural concerns related to rehabilitation in older hotels and apartment buildings. The spirit of these guidelines should be to emphasize tenant life safety over making the structure impervious to damage. The issue of alternative codes for older buildings should be raised for discussion.

Finally, the present tenant hotel conversion ordinance should be reassessed to make it more effective. The restrictions covering conversions should apply for the entire year. At present, opportunities for summer month changes to tourist status make the supervision and enforcement of the ordinance too difficult. Outside interest groups should be given standing to better insure that illegal practices can be reported and corrected. In addition, the present rent control measures should be strengthened by eliminating vacancy decontrol and by continuing to require the landlord, not the tenant, to bear the burden of proof in legal actions.



Resident Hotels

Conservation Key

A	Apartment
R	Resident Hotel
T	Tourist Hotel
C	Resident Hotel Converted to Tourist Hotel
F	Federally Subsidized Low-Income Housing
P	Parking Lot
OS	Open Space
L	Landmark Buildings

Orientation

- L1. Golden Gate Theatre
- L2. Warfield Theater
- T3. Hilton Hotel
- T4. Proposed Holiday Inn Hotel
- T5. Proposed Ramada Hotel



Fig. 2.1

APARTMENTS & RESIDENT HOTELS

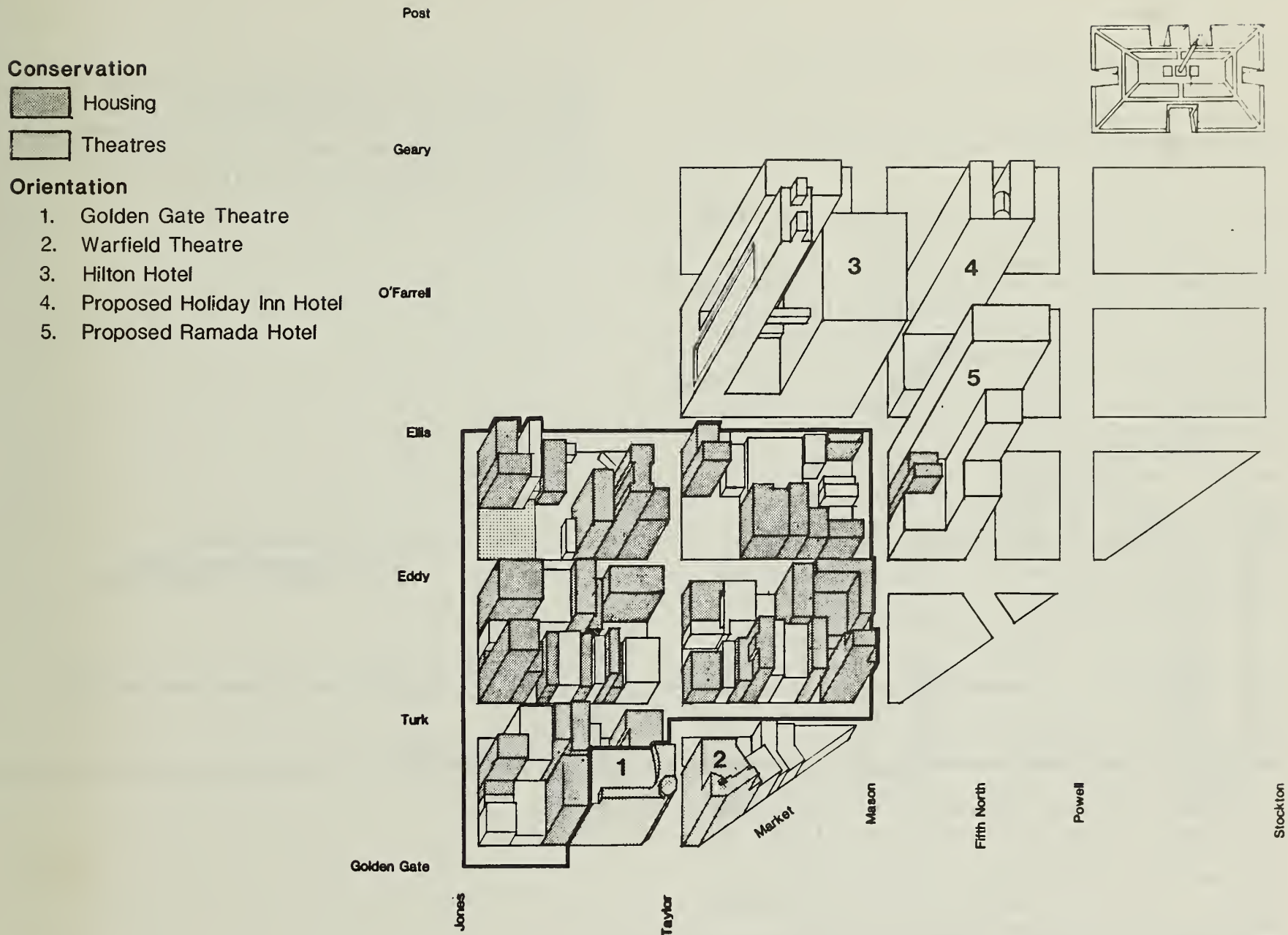


Fig. 2.2

CONSERVATION FRAMEWORK

2. Sunlight for Residential Streets

Intent: To promote optimum sun exposure for east-west streets in the North of Market area.

In the North of Market neighborhood, land use on the east-west streets is predominately residential. The critical daytime hours of sunlight for residential areas are generally assumed to be 10 a.m. to 2 p.m. To insure sufficient sunlight during these hours, given predominate development patterns in the area, building heights for a typical block could range from 80 feet for north facing frontages to 130 feet for south facing frontages without making mid-winter conditions worse, as illustrated in figure 2.3. Parcels that front on the larger scale, high rise hotel developments would be allowed greater heights because of their transitional nature and their potential for more intense commercial use.

Recommendation: Inner city streets that are predominately residential in use above the ground floor should be protected from development heights which reduce the amount of sunlight reaching the sidewalk. In the North of Market area, 80 feet is seen as a maximum height on north facing frontages in terms of admitting light to the street between the critical hours of highest use, 11:00 a.m. to 2:00 p.m. Again, the winter solstice is recommended as the critical time of the year in defining the worst condition for sun exposure. For reasons of density, street

scale, and non residential development incentives the maximum height at the south facing edge of the block is recommended as 130 feet in older center city residential districts such as the inner North of Market area (fig. 2.3).

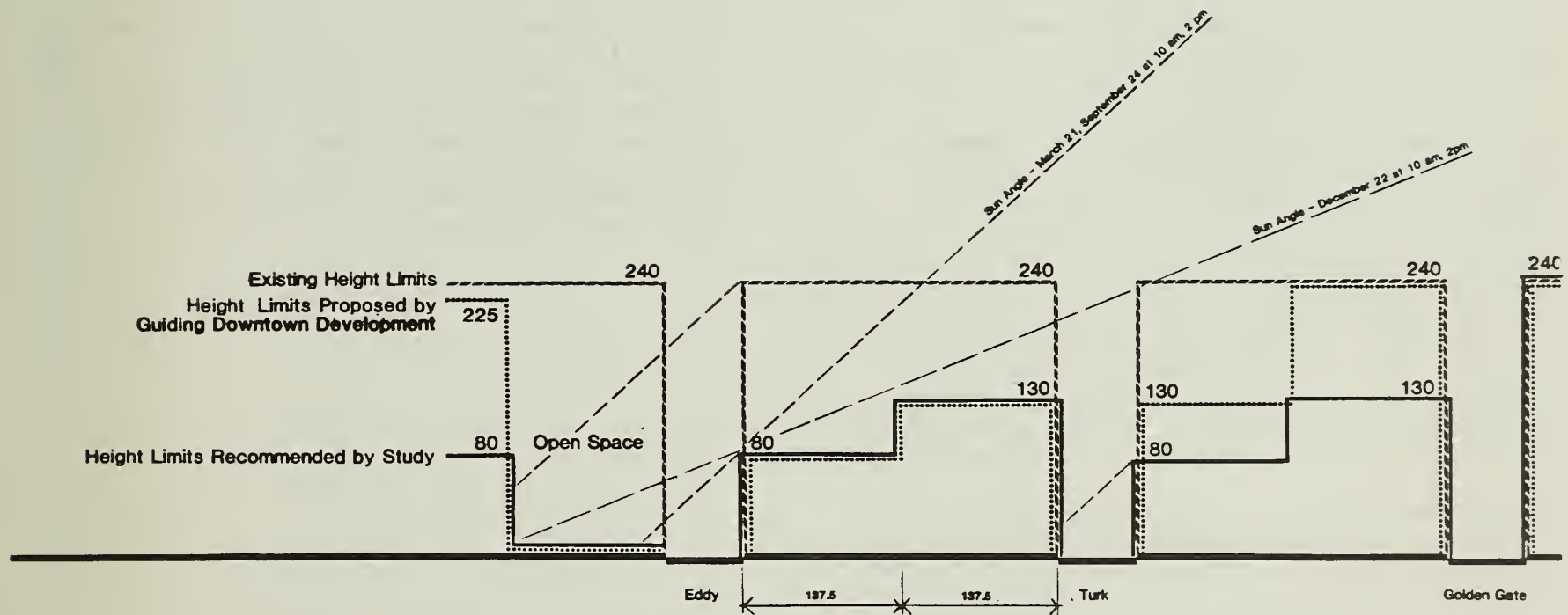


Fig. 2.3

RECOMMENDED BUILDING HEIGHTS FOR SUN EXPOSURE

B. DEVELOPMENT

1. Housing Rehabilitation and Infill

Intent: To promote the improved habitability of existing housing units as much as possible without causing serious rent increases.

At present, many living units do not meet reasonable standards of habitability. Some older residential development seriously underutilizes the site or is severely deteriorated (figs. 2.2, 2.4). In such cases replacement residential development is recommended according to approved guidelines for relocation of tenants in the immediate neighborhood. Also, the social and economic character of various blocks and even portions of blocks should be carefully considered in reviewing new development and requests for land use permits. On certain blocks it would be desirable to have one or more non-profit housing groups located in new or rehabilitated buildings to help stabilize the area against further land speculation.

Recommendation: Recognition should be given to legitimate neighborhood tenant organizations who are concerned with the need for adequately defined standards of rental unit habitability. Guidelines to be developed by the City should address criteria for life safety and health and should be tempered by a concern to minimize rent increases. Demolition for new development can be approved only when,

in addition to meeting existing requirements for unit replacement and tenant relocation, the developer demonstrates that rehab costs prohibit an equitable rate of return on the investment under rules established by the City. With demolition current tenants must be relocated in the immediate area and given first priority to move into the new building. The area under study (fig. 2.1) should be included within a RC.4 zone which defines the greater North of Market residential neighborhoods (fig. 2.5). Any new development in the area which did not receive a conditional use permit would thereby be required to be residential in use above the ground floor level. The city should actively encourage non-profit housing ventures.

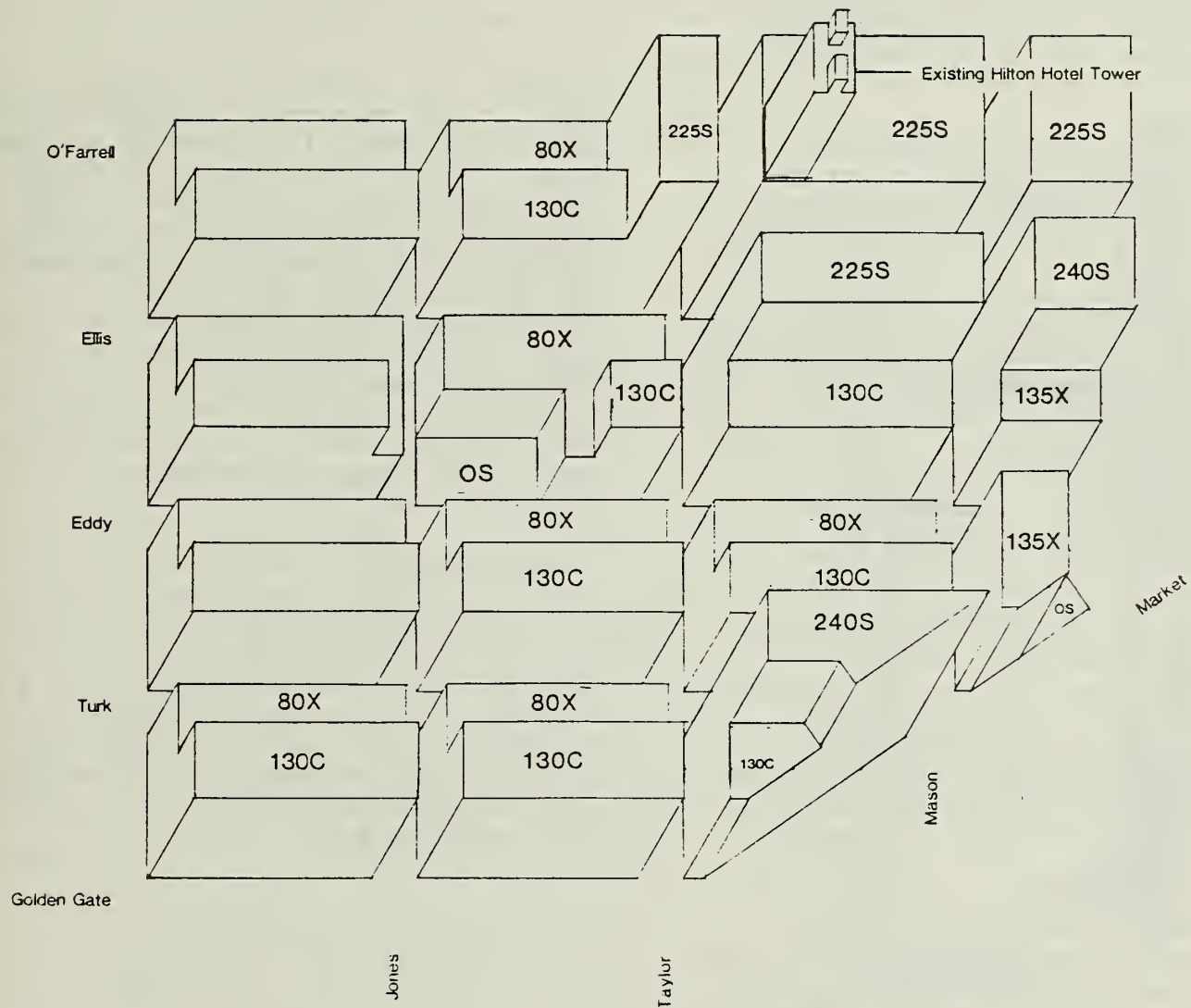


Fig. 2.4

RECOMMENDED BUILDING HEIGHTS

2. Hotel-Theatre Link

Intent: To promote a north-south ground floor pattern of retail land uses that encourages a pedestrian link, especially along Taylor Street, between the hotels and the theatres.

A concentration of ground floor entertainment and tourist related businesses along Taylor Street, such as night clubs, restaurants, bars, gift shops, clothing stores and specialty retail including camera and jewelry stores, would encourage pedestrian movement between the hotels on Ellis and O'Farrell Streets and the theatres on Market Street such as the Fox-Warfield and the Golden Gate (fig. 2.5). This pedestrian activity would help increase perceived street safety and protect the more residential cross streets.

Recommendation: Within the designated RC.4 zone, certain portions of the north-south streets should be designated special use districts to encourage a concentration of those ground floor commercial uses which might otherwise be excluded from an RC.4 zone. In the case of the Taylor Street Corridor between Market and O'Farrell, these special uses would include entertainment related businesses such as restaurants, bars, music stores, and certain specialty retail outlets. A non-mandatory marketing plan for the street comparable to that used by shopping center developers would advise owners and merchants as how to best locate

businesses to maximize the draw of certain key operations.

3. Residential Streets

Intent: To promote ground floor retail uses in the east-west streets which reinforce their residential character.

The ground floor land uses on the east-west streets North of Market should be limited to neighborhood oriented goods and services such as food stores, family restaurants and cafes, pharmacies, cleaners, shoe repair shops, hardware stores, and appliance repair shops. Such a pattern would help buffer tourist movement through the area and would increase the general amenity of the area as a residential district (fig. 2.5).

Recommendation: The east-west streets within the RC.4 zone (fig. 2.5) would, at the ground floor level, be encouraged to develop neighborhood oriented businesses such as food stores, laundries, pharmacies, hardware stores and repair shops. Height controls would express concern for maintaining optimum sun exposure during critical daylight hours for a portion of the sidewalk edge (fig. 2.9).

Recommended Zoning

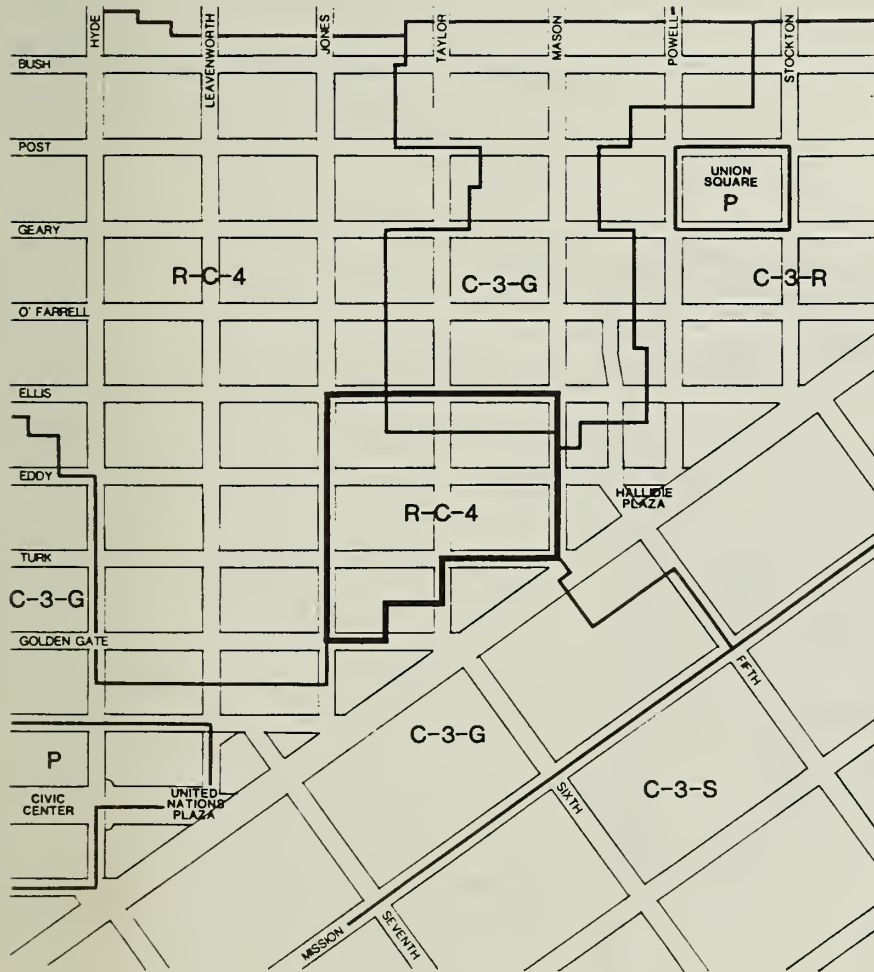


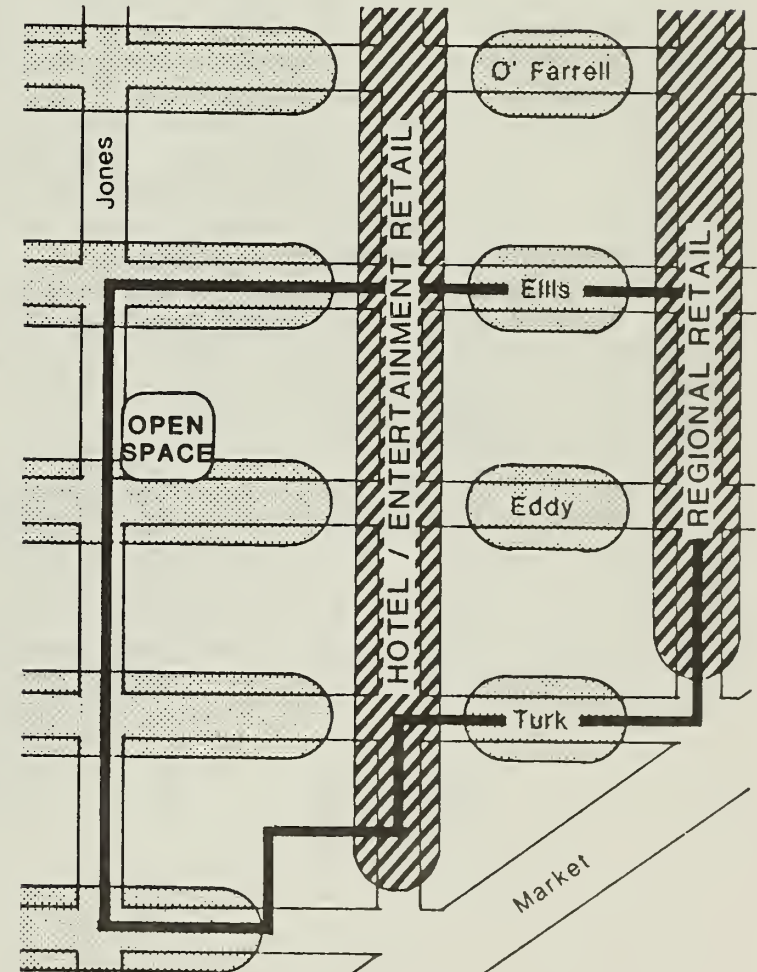


Fig. 2.5

Recommended Ground Floor Use

-  Retail Oriented to Neighborhood Residents
-  Retail Oriented to Regional Use

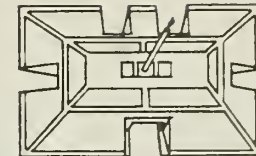


RESIDENTIAL ZONING & GROUND FLOOR USES

TAYLOR STREET CORRIDOR SUMMARY

As illustrated in the accompanying drawing (fig. 2.6), the study identifies the importance of the Taylor Street Corridor as a buffer between new hotel development and the North of Market residential neighborhoods. The major concern of the study's conservation and development recommendations is to maintain, rehabilitate and expand the existing housing stock, both apartments and tenant hotels. Tenant hotel conversions and resident displacement through rent increases are a subject of special concern. Zoning changes are proposed which help insure that most new development will provide housing above the ground floor. Heights are established which maintain adequate sun exposure for residential streets. Land use recommendations develop a strong pedestrian link between the hotels and the theatres on Market Street. New infill development in this area is to be predominately residential with ground floor commercial space which will provide some of the goods and services required by inner-city neighborhoods.

Post



Conservation

1. Resident Hotels and Apartments
2. Landmark Buildings

Development

3. Housing / Ground Floor Commercial
4. Housing / Ground Floor Mixed Use
5. Proposed Tourist Hotels

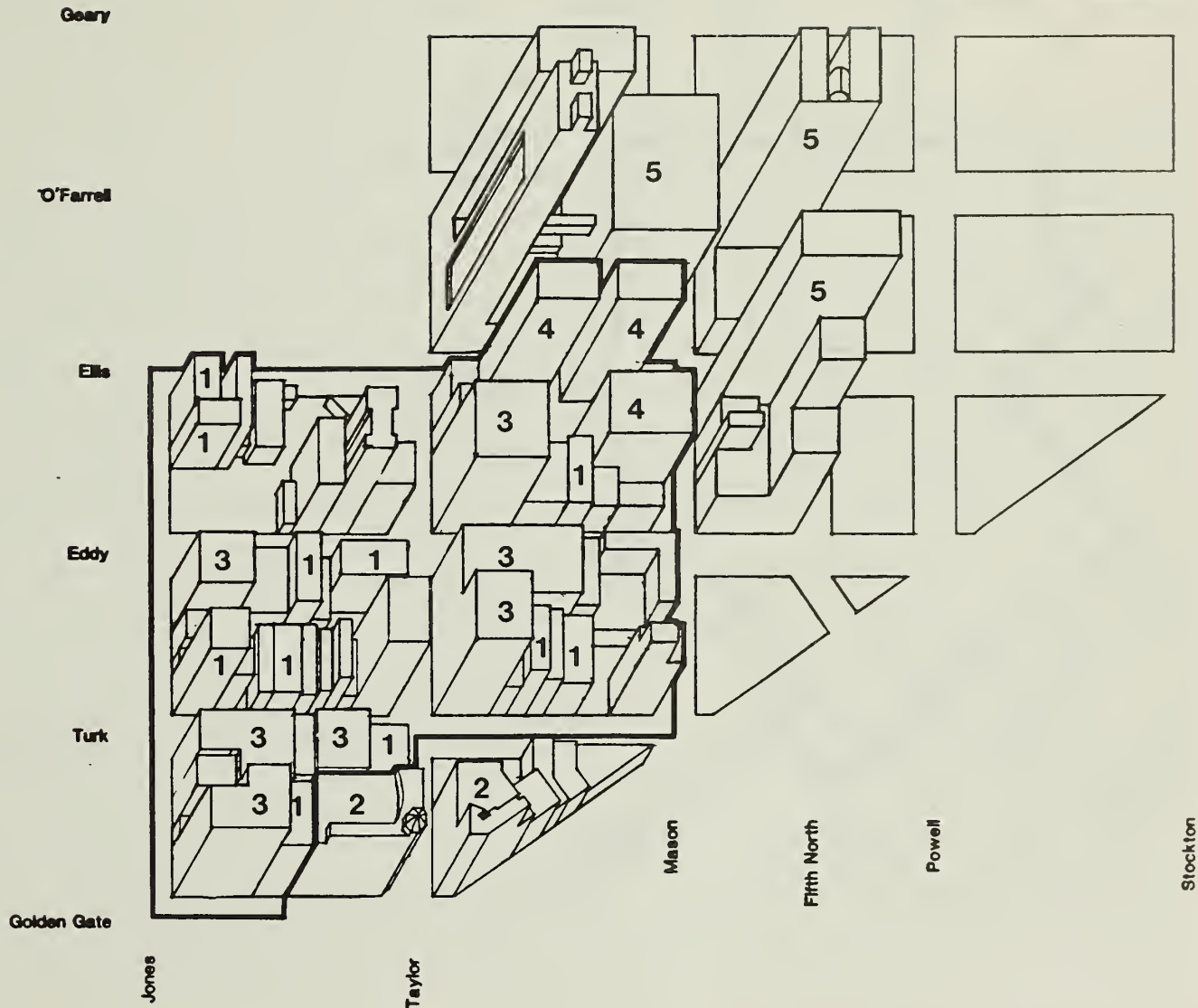
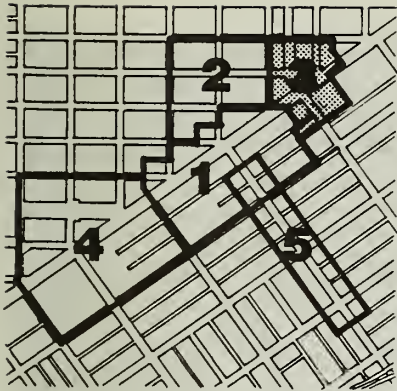
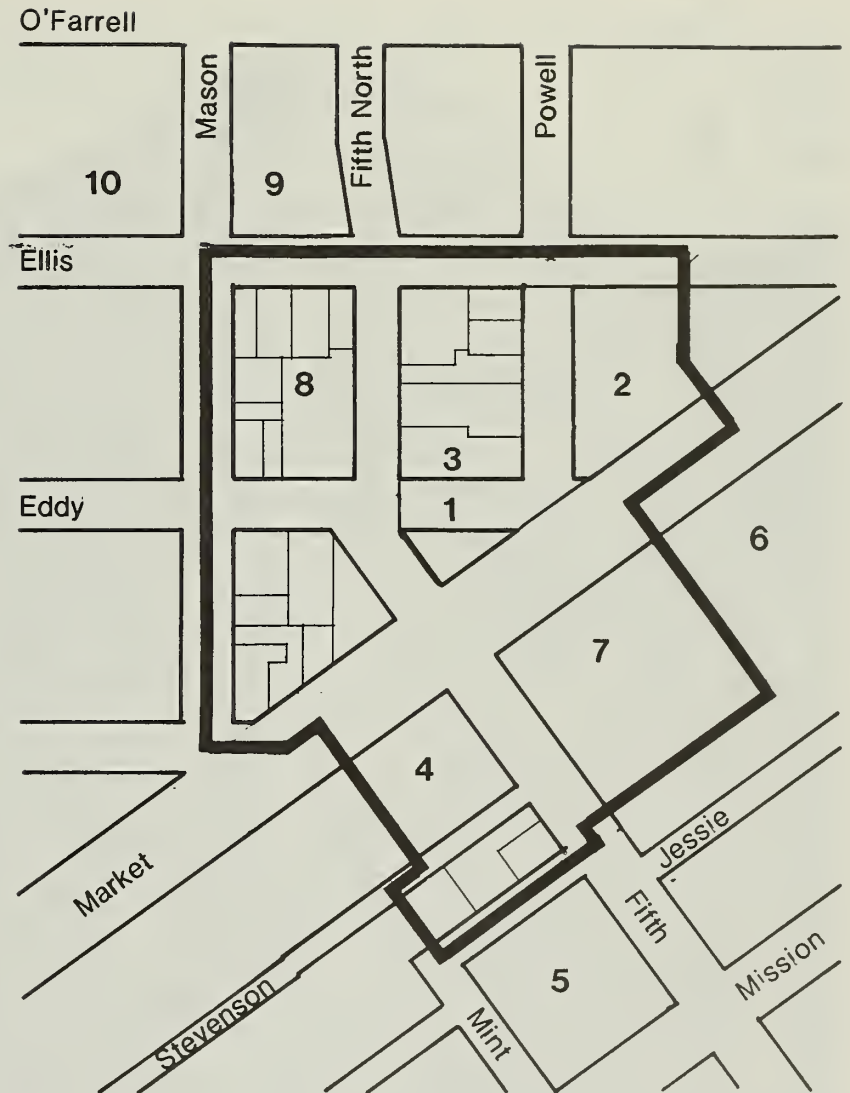


Fig. 2.6

CONSERVATION / DEVELOPMENT SUMMARY



1. Hallidie Plaza
2. James Flood Building
3. Bank of America
4. Penney's Building
5. U.S. Mint
6. Emporium / Capwell Department Store
7. Lincoln Building
8. Proposed Ramada Hotel
9. Proposed Holiday Inn Hotel
10. Hilton Hotel



3. HALLIDIE PLAZA

HALLIDIE PLAZA

I. ISSUES

Introduction

The Fifth and Market Street intersection traditionally has been a major transit node for the City. The presence first of Hales Department Store, then Penney's as an anchor for the southwest corner of this highly trafficked intersection is evidence of its former glory. The current BART access and the fact that Fifth Street is a major automobile route between the freeway and Union Square area mean that an enormous volume of traffic is focused on the intersection.

On the northeast corner of Market and Fifth is Hallidie Plaza, a below ground-level facility featuring an open-air courtyard for day time entertainment activities and a visitor information center to serve tourist needs. Hallidie Plaza, during the mid-day hours, is a very lively location primarily populated by people who live in or hang out in the immediate vicinity. There are also tourists, many of whom are drawn by the adjacent Powell Street cable car terminus. The Plaza design, however, requires modifications to better facilitate the heavy use it receives.

The Fifth Street intersection in conjunction with Powell is the strongest opportunity for enforcing a connection between Hallidie Plaza and the regional land use character of the Union Square area. Development plans for Penney's and

the Lincoln School site across the street, either as a joint venture or as separate properties, as well as the vitality of the Emporium-Capwell department store, give strong support to expectations that the corner will continue to serve as an anchor for regional retail activity on Market Street. There are also plans for several major hotel developments in the immediate Hallidie Plaza study area.

Public Safety

The Plaza's daytime liveliness is caused, in part, by the crowds who congregate there, some to wait for buses, others to simply gawk. Thousands of people pass through the Plaza vicinity daily and there are frequent incidents that involve the police. For example, during June 1981, thirty police reports were filed at the Plaza. Of these, fourteen were for possession of drugs, five for consuming alcohol in a public place, one for aggravated assault with a deadly weapon, and two for petty theft. Unlike the night-time occurrences around Seventh and Market Streets and the United Nations Plaza, all thirty of the Hallidie Plaza incidents last June occurred during the long summer daylight hours, 10 a.m. to 7:30 p.m.

Markets

The area is overwhelmingly commercial and tourist oriented. At the street level north of Market are twelve bars or restaurants, three parking garages, and



Hallidie Plaza

two pornography stores. The commercial activity that caters to residents is minimal and ten storefronts are vacant. Proposed developments for the area will reinforce retail/tourist uses. It is important to note that the area contains 30 apartments and 289 residential hotel units, most of them on the block bounded by Ellis, Fifth, Eddy and Mason Streets, the proposed site of an almost full-block tourist hotel development. North of Market neighborhood organizations are attempting to obtain concessions from luxury hotel developers and believe that the City should give stronger support to their efforts through public policy decisions.



Hallidie Plaza – Powell Street

II. GOALS, OBJECTIVES AND RECOMMENDED ACTIONS

A. CONSERVATION

1. Plaza Enclosure

Intent: To maintain and reinforce the existing pattern of architectural enclosure for the north and south sides of the Plaza area.

The Plaza area is framed by some of the most impressive older buildings in the city, including the Flood Building near the northeast corner of Powell and Market (fig. 3.1). Despite the unfortunate remodeling of the ground level facade, this building might well qualify as the ultimate symbol of an older San Francisco as portrayed by one of its most famous imagined tenants, novelist Dashiell Hammett's detective, Sam Spade.

The two corners on the south side of the Fifth and Market Street intersection long have had a strong relationship to the scale and use character of the Emporium. From Fifth to Sixth, the building character changes significantly on the south side of the street because of a large concentration of turn-of-the-century loft buildings. The city's guidelines for maintaining the existing street scale of the Fifth Street intersection are well conceived and ensure adequate protection for maintaining a strong relationship between the southwest corner and the other portions of the space framed by the

Hallidie Plaza buildings. The Powell Street view corridor is an important element in establishing the desired cornice line relationship between the Penney's and Emporium buildings.

In a similar spirit, any development plans for the northwest corner of the Fifth Street North and Eddy Street intersection should maintain a cornice line and building base design comparable to that of the Bank of America (formerly the Bank of Italy) building on the north edge of the Plaza (#1 Powell Street).

Recommendation: The Powell Street view corridor establishes the point of recommended scale transition between the cornice heights of the Emporium and Penny's buildings. The urban design guidelines relating to plaza enclosure for the northwest corner of the Fifth and Eddy intersection are to be further emphasized. In general, the study endorses the City's existing guidelines for the Hallidie Plaza area. Facade restorations for landmark buildings framing the plaza such as the Flood Building should be strongly encouraged. The City should explore further recommendations for a redesign of certain Plaza elements such as the railings around the sunken area as well as suggestions for additional elements which would enhance the area.



Hallidie Plaza Enclosure

Conservation Rank

A	Landmark Status
B	High Status
C	Contextural Value
	Open Space

Orientation

- 1. Hallidie Plaza
- A2. James Flood Building
- A3. Bank of America
- A4. Penney's Building
- A5. U.S. Mint
- A6. Emporium / Capwell

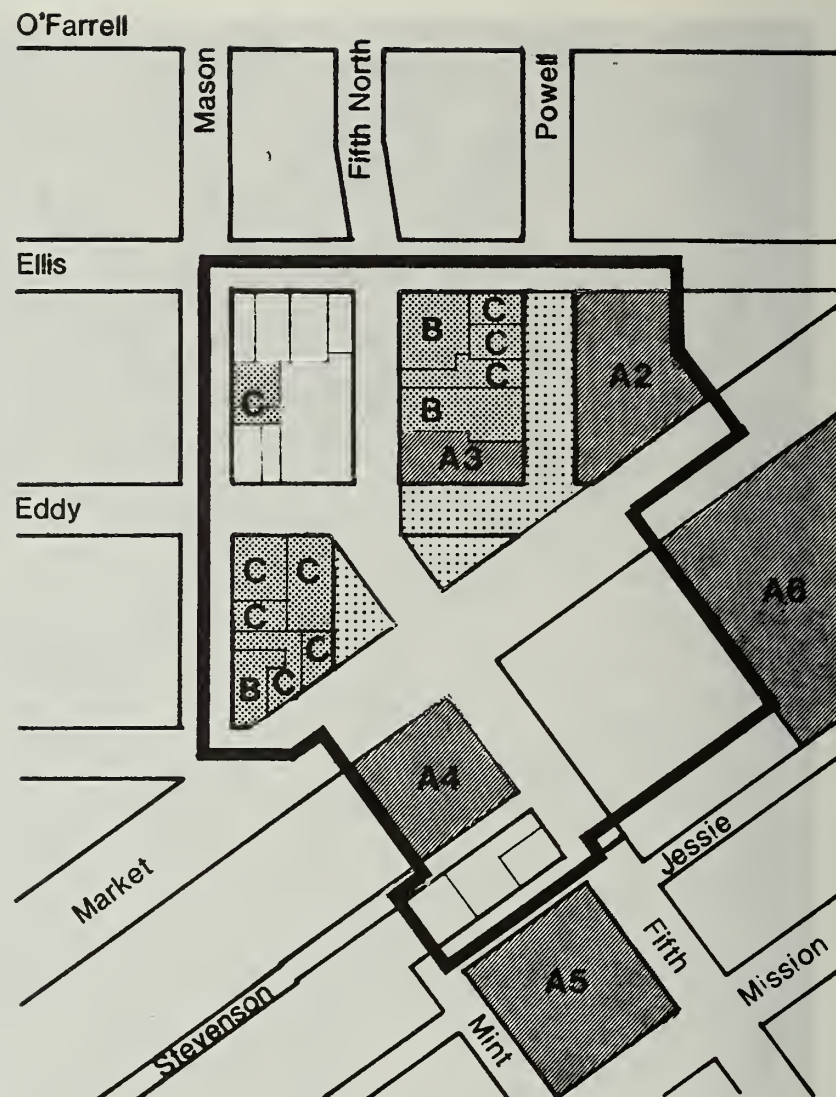


Fig. 3.1

HISTORIC BUILDINGS

Conservation

 Historic Buildings

Orientation

1. Hallidie Plaza
2. James Flood Building
3. Bank of America
4. Penney's Building
5. U.S. Mint
6. Emporium / Capwell

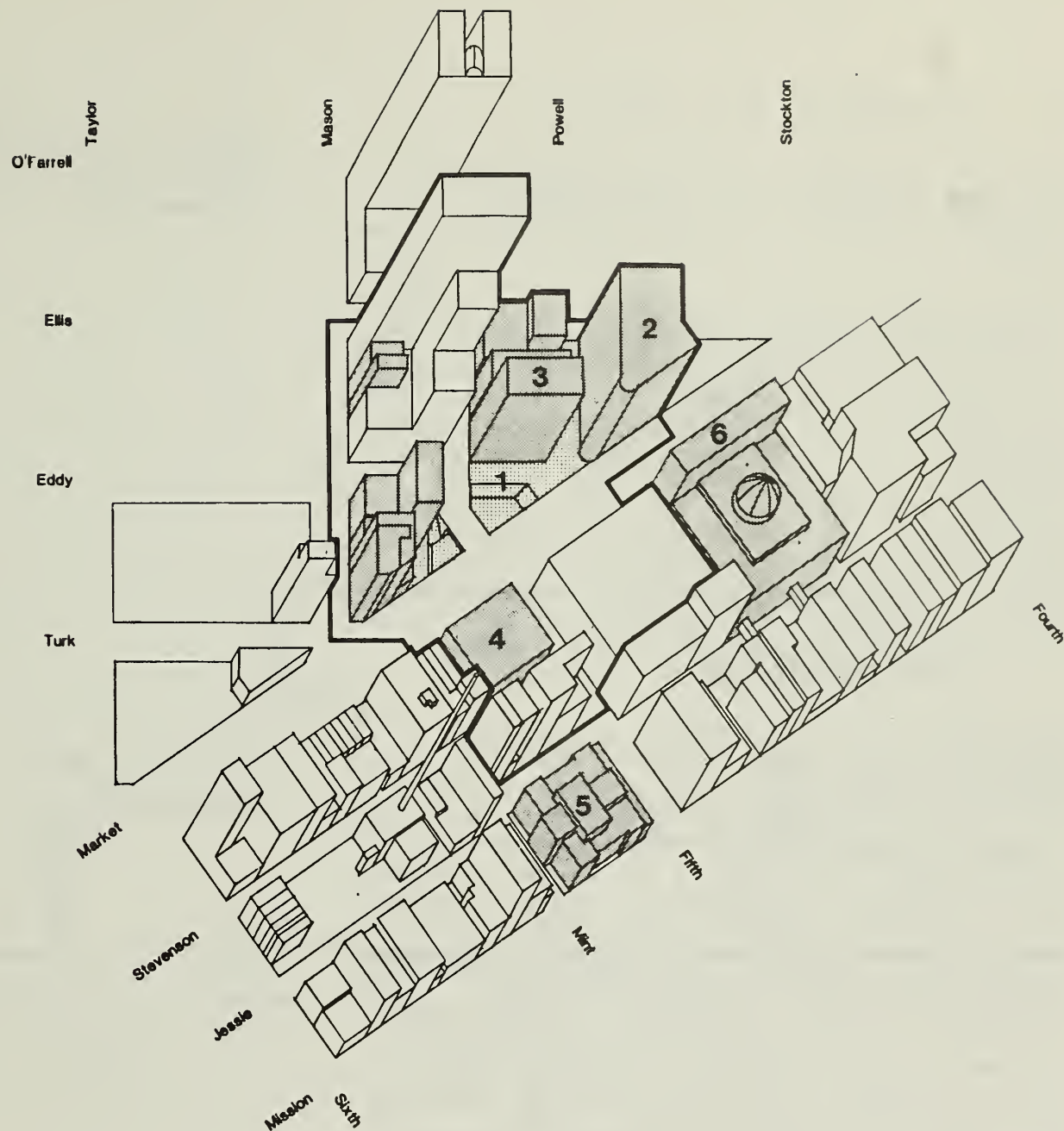


Fig. 3.2

CONSERVATION FRAMEWORK

2. Sunlight for Open Space

Intent: To promote optimum sun exposure for the immediate Plaza area during critical hours of the day and times of the year.

It is important that the high intensity development which is justified by the concentration of several transit systems at the Fifth and Market Street intersection does not result in a loss of sun exposure for the Plaza through high rise buildings on surrounding sites. Specifically, the main area of the Plaza should not receive less sun due to new development on the South of Market and Fifth Street locations than it will during the winter (December 22) hours of 11 a.m. to 2 p.m. given the approved zoning envelope for height and bulk (fig. 3.3).

Recommendation: Extending the approximately 90 foot height of the Penny's building across the Fifth Street intersection to the point where it intersects with the Powell Street view corridor establishes the critical south wall of the Plaza enclosure. Currently zoned heights for the Lincoln School site (400 feet), as well as those proposed in Guiding Downtown Development (320S to 400S), do not threaten sunlight on Hallidie Plaza since shadows at that location are cast predominately on the Flood Building which is already shaded by taller buildings such as the Emporium. Fifth Street is an important sun opening for Hallidie Plaza,

and a 50 foot setback above the 90 feet height limit for the east side of Fifth Street between Market and Mission is also recommended.

Section through
Penney's Building
and U.S. Mint

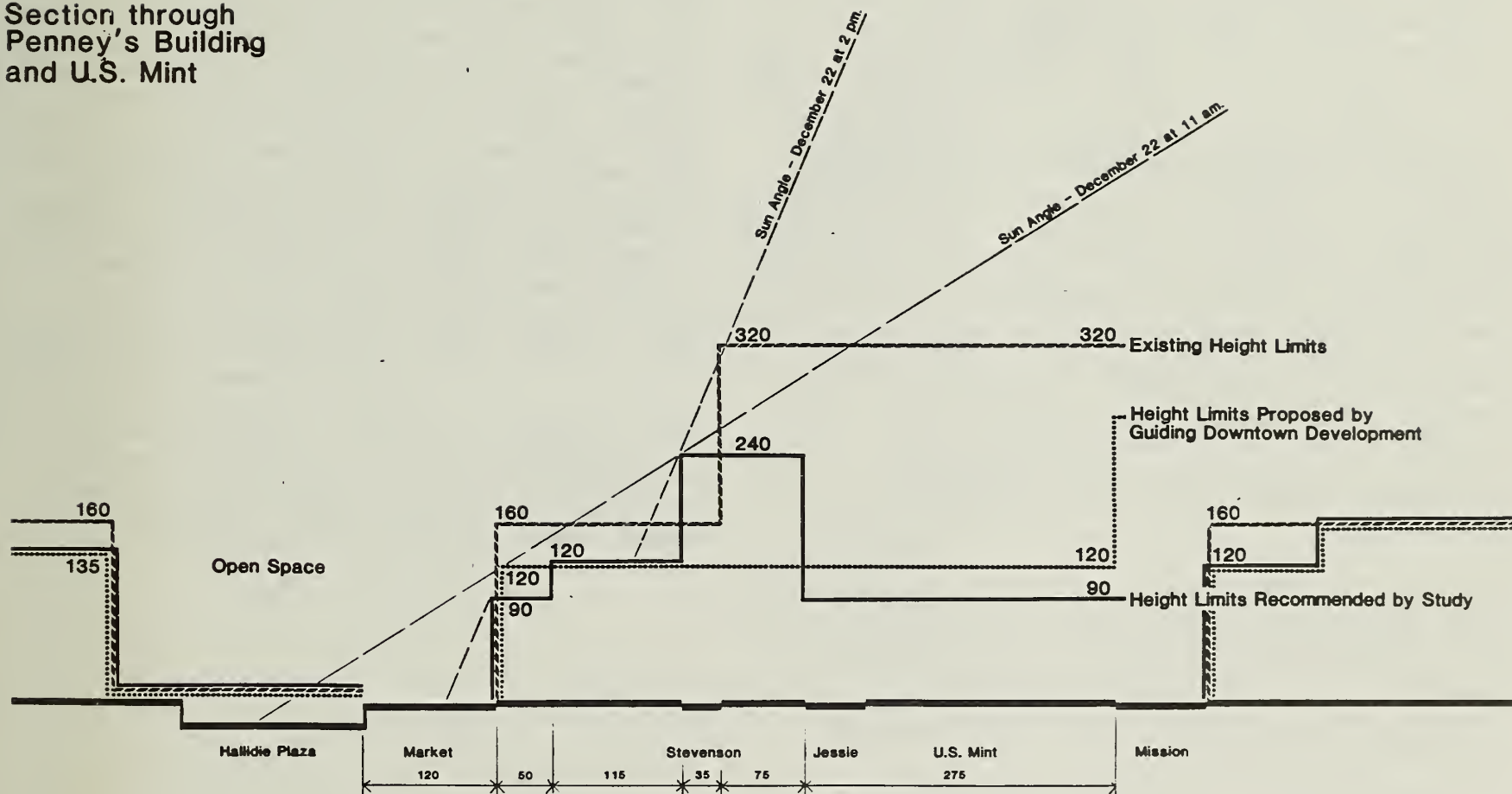


Fig. 3.3

RECOMMENDED BUILDING HEIGHTS FOR SUN EXPOSURE

B. DEVELOPMENT

1. Transit Node Intensity and Retail Use

Intent: To promote retail land use patterns and intensities for the Fifth and Market Street intersection that reflect its importance as a major urban transit node.

The strong transit-oriented character of the Fifth and Market Street intersection should be intensified. There exists a great opportunity to unite the two sides of Market Street at the BART level with retail space (fig. 3.5). The below grade pedestrian connections under the intersection could be given a more commercial treatment and the sub-plaza effectively extended to connect with the South of Market blocks. New development on Penney's and the Lincoln School site should also include ground floor and basement retail uses adequate to support such a goal.

The actual Plaza space could be much improved by providing more places along the top edge of the Plaza for people to sit and observe the goings-on at the lower levels. Such a redesign also would benefit the increased retail activity in the overall Plaza area.

Recommendation: In terms of the broader goal of maintaining a lower height zone for the area between Fifth and Ninth Streets, it is to be noted that both edges as defined by the two Plazas, Hallidie and

United Nations, are transitional in nature. Design review is necessary for projects at the Fifth and Market Street intersection which would seek to attain the 240 foot height limit. Approval would be recommended if the design solution does not create shadows on the Plaza area worse than those resulting from the recommended 90 foot limit for Market Street elevations. The 240 foot height limit permits slightly greater development intensities and makes feasible programs which are highly desirable, given the strong transit related use character of the intersection. A comparable area is the Eighth Street edge of the block across from United Nations Plaza, another strong transit node, though less established historically than is the Fifth Street intersection.

Finally, it is highly recommended that design modifications be studied for the various plaza levels, especially to open the lower level so that it can be more easily viewed from the sidewalk.

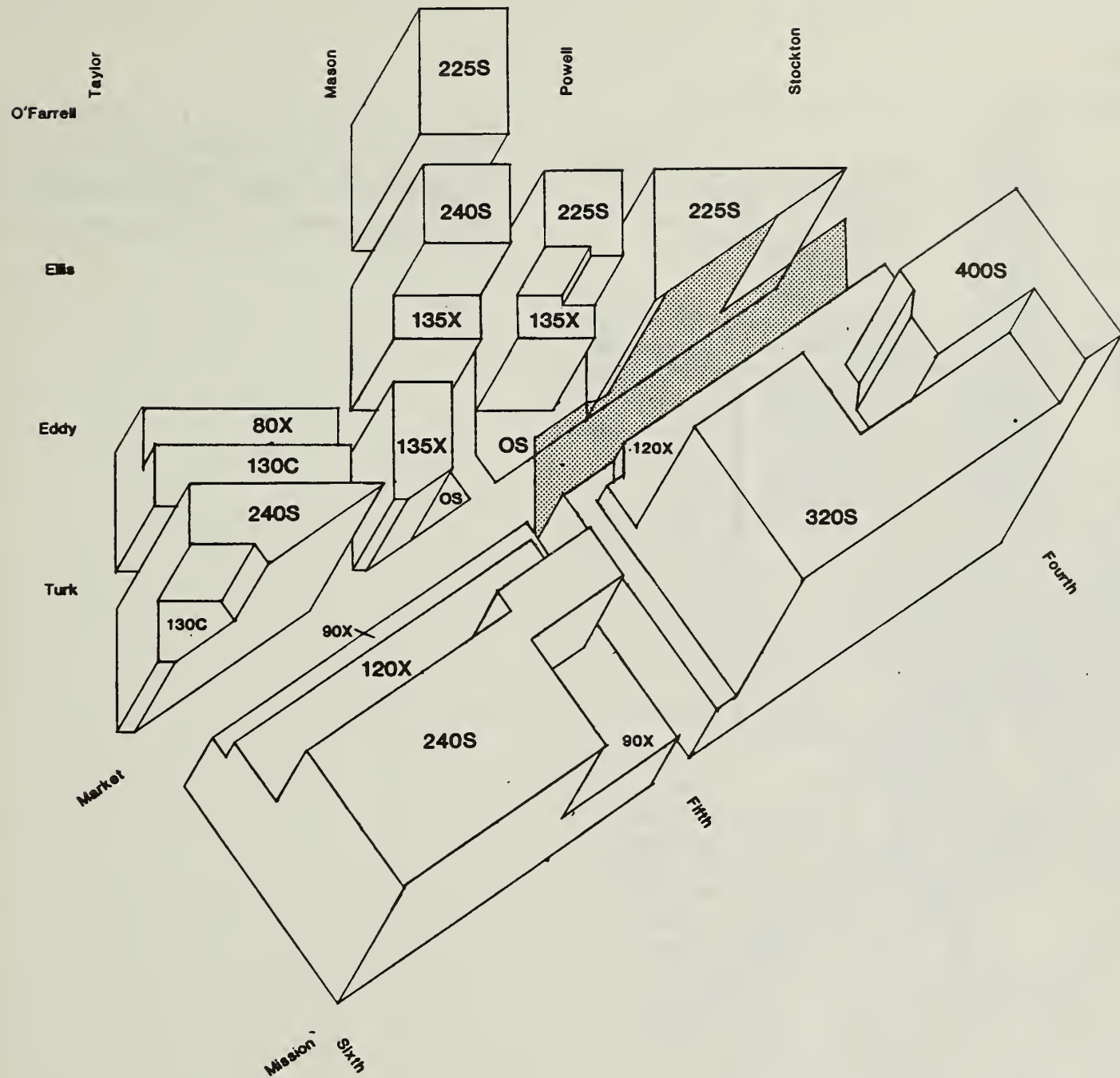


Fig. 3.4

RECOMMENDED BUILDING HEIGHTS

2. Market Street-Union Square Link





Intent: To promote ground floor land uses and street design which facilitates and reinforces the pedestrian link between Union Square and the Fifth and Market Street intersection.

Fifth Street is an important freeway link to Union Square. Especially for tourists, the Powell Street Corridor is an important link to Union Square because of the cable car line. The general land use connection between Union Square and Hallidie Plaza is logical given proposals for new retail development at Fifth and Market. The north-south Powell Street Corridor is comparable to the ground floor retail zones already described for Taylor and Mason between the hotels and theatres. This link clearly defines a general retail district for the Hallidie Plaza-Union Square area and further buffers the adjacent high density living areas North of Market (fig. 3.5).

Recommendation: Merchants and property owners along the Powell Street Corridor should be encouraged to develop a ground floor, commercial land use strategy which promotes the potential retail connection between Union Square and Hallidie Plaza. As discussed in the previous development goal, retail uses should be promoted at both the BART/MUNI and the ground floor levels of the intersection. Additional opportunities for commercial activity at the various Plaza levels should be considered. For example, the visitor

center might be modified to include indoor/outdoor restaurant space. A redesign of the Plaza area should be sought which would make the lower level of the Plaza more easily observable from the sidewalk.

Development Classification

-  Proposed Developments - Hotels
-  Proposed Developments for Penney's / Lincoln Sites
-  Retail Link from Hallidie Plaza to Union Square
-  Open Space

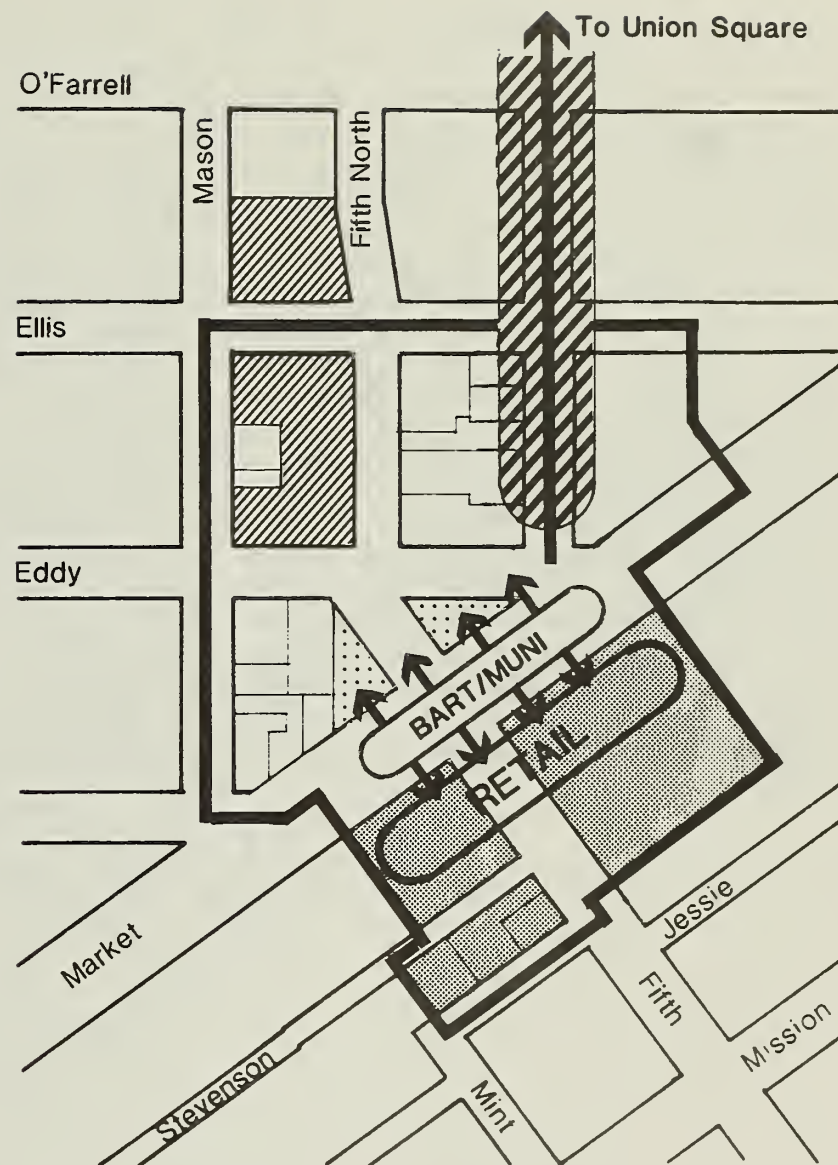


Fig. 3.5

RECOMMENDED LAND USE CONCEPT

HALLIDIE PLAZA SUMMARY

The accompanying drawing (fig. 3.6) illustrates the overall study recommendations for the Hallidie Plaza area. Maintaining adequate sun exposure for the open space is a major concern as is insuring the proper architectural enclosure of the Plaza. Land use recommendations are developed which encourage a strong link to the retail activity of the Union Square area. Height recommendations are made which recognize the area as one of transition between two scales of development. Again, housing is proposed for mid-block sites adjacent to landmark buildings such as the U.S. Mint at Fifth and Mission. A mixed use retail/hotel/office development is suggested for the Lincoln Building site to strengthen the retail link between Union Square and Market Street, as well as to create a more lively market-place character for Hallidie Plaza.

Conservation

1. Public Open Space
2. Landmark Buildings

Development

3. Mixed Use Retail
4. Office
5. Proposed Tourist Hotels

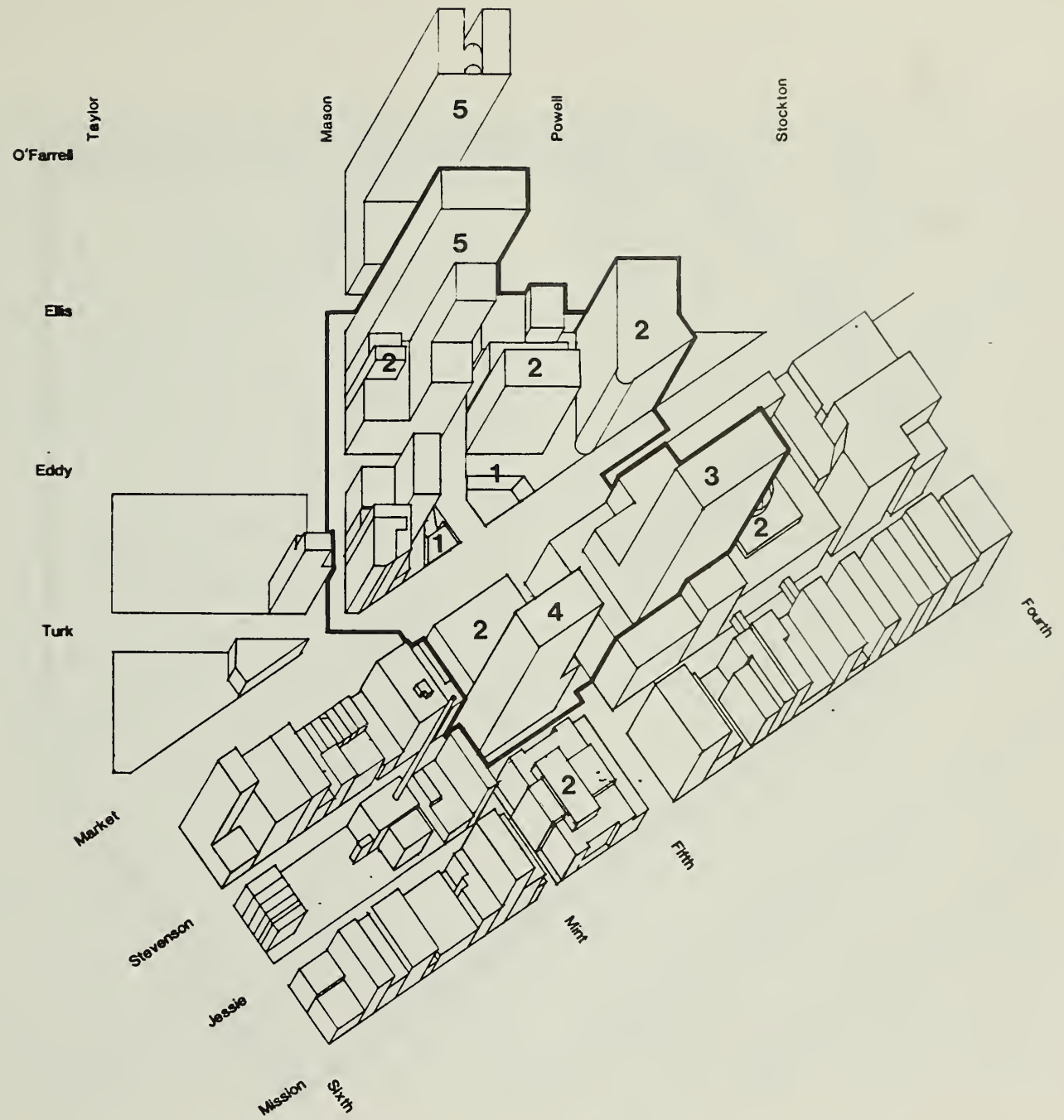
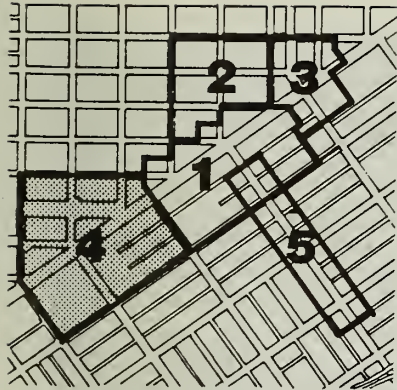


Fig. 3.6

CONSERVATION / DEVELOPMENT SUMMARY



1. United Nations Plaza
2. San Francisco Public Library
3. Orpheum Theatre
4. Federal Building
5. I.O.O.F. Building
6. U.S. Post Office
and Court of Appeals
7. Shaw Hotel
8. San Franciscan Hotel
9. Holiday Inn Hotel
10. Trinity Property
11. Greyhound Terminal

4. UNITED NATIONS PLAZA

I. ISSUES

Introduction

The study area between Seventh and Eighth Streets is dominated by the large open space that links the Civic Center complex to Market Street. It is an area that is going to change physically in a very dramatic way as development plans proceed for the Trinity Properties site at the corner of Eight and Market, approximately one-third of the entire South of Market block. The questionable future of the major remaining portion of the block now occupied by the Greyhound Bus Terminal at Seventh and Mission means that, except for half a dozen traditionally developed parcels on Market Street, the entire block could radically change in scale and character in the near future.

The United Nations Plaza fountain area is chiefly a focus for the social problems in the area. The conditions are a sign of the City's neglect of a portion of the population. United Nations Plaza is, nonetheless, a major open space along Market Street and could be one of the most dramatic in the City. Recently, a commendable attempt has been made to introduce a weekend farmer's market to the Plaza space. Such creative use concepts are to be encouraged and supported. The plans for new, high intensity development in the immediate area raise concerns for keeping shadows off the Plaza and for maintaining a more traditional building scale on at least a portion of the block facing Market Street.

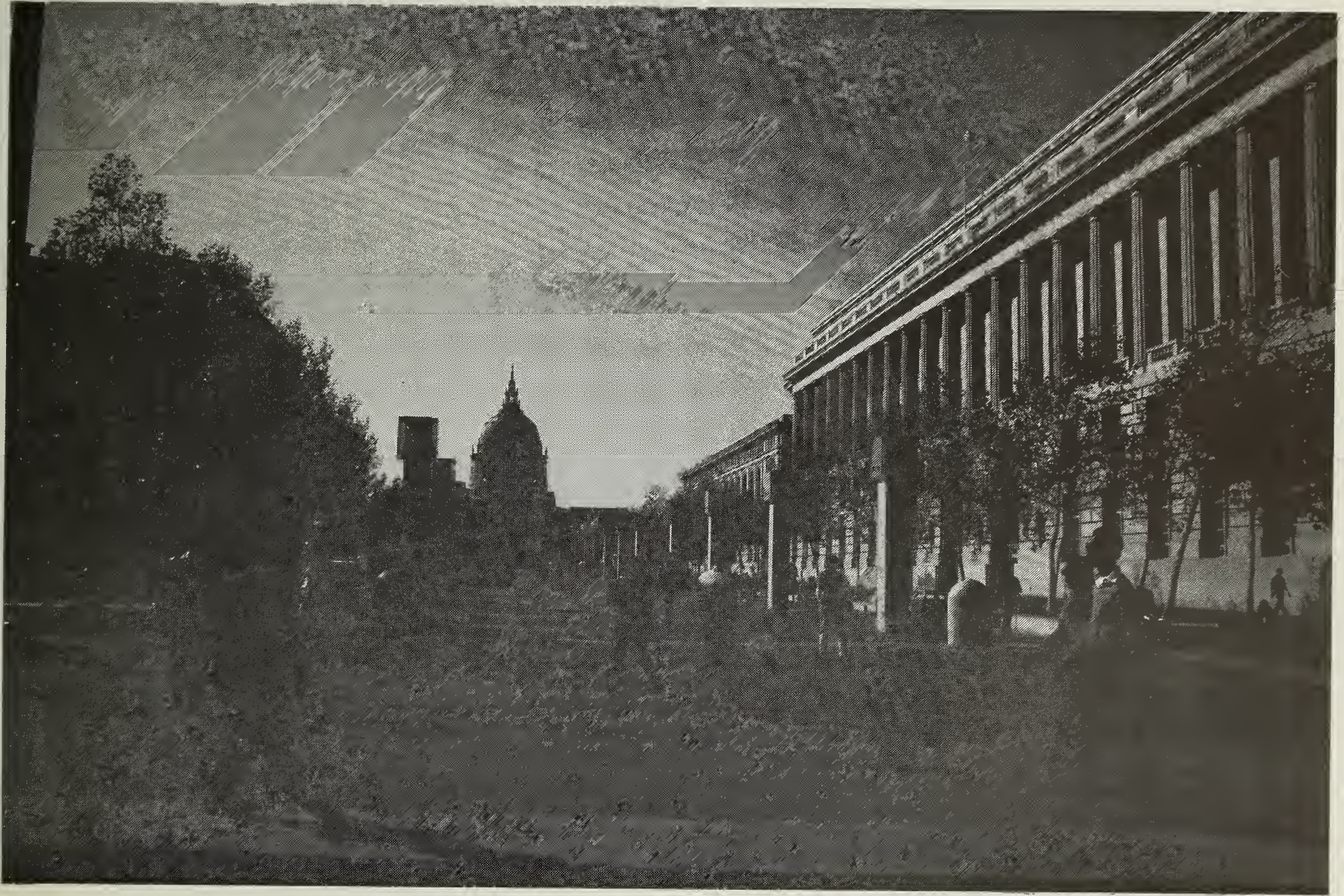
Public Safety

In addition to the twenty-eight police reports listed for the Seventh and Market intersection during June 1981 (Public Safety, Mid-Market Street Corridor), five other incidents occurred in the United Nations Plaza area during that one month, including a rape, a strongarm robbery on the street, and an automobile theft. Four of the five incidents happened late at night or in the early morning hours.

In the one year between July 1, 1980, and June 30, 1981, seven fire calls were made to buildings on the south side of Market Street between Seventh and Eighth Streets. All the fires were accidental; two were in a tenant hotel, and three were in a high rent apartment building.

Market Forces

Architects for Trinity Properties feel that building owners and other developers are waiting to see who will make the first move in this portion of Market Street. Currently one building on the block is for sale and, besides the Trinity development, two new office buildings are planned. The new six-story Civic Center Plaza at Seventh and Market was one-third empty two months after completion in November 1981. Sandra Griggs of Coldwell Banker, the lessor for the building, says the owner does not want to break up the floors for lease to the many small businesses requesting 1,500 to 5,000 square feet of space. "The owner prefers to wait for the big guys to step forward," Griggs says. Each floor has 12,000

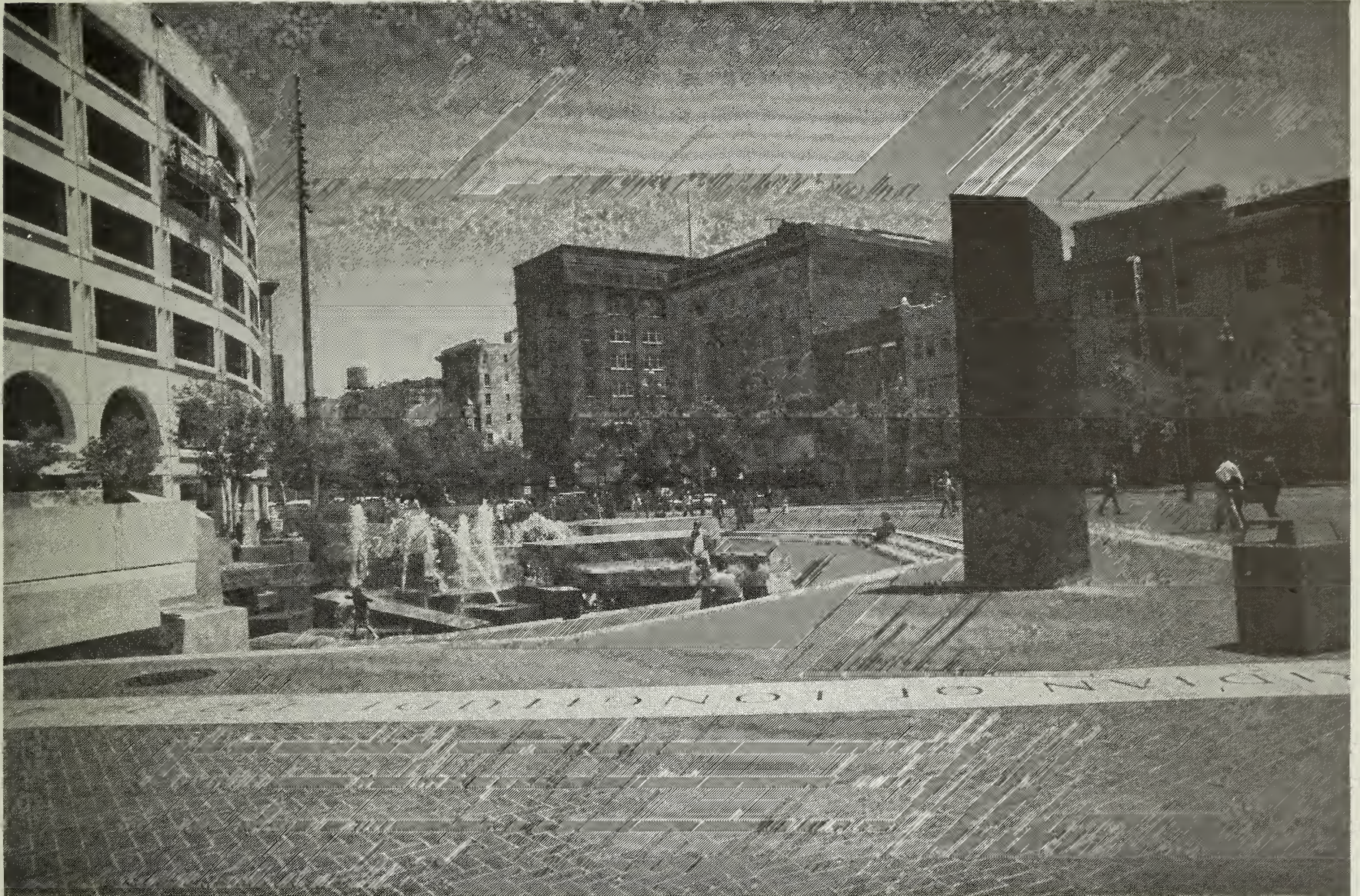


United Nations Plaza – View of Civic Center

rentable square feet and leases range from three to ten years.

Only one building owner on this block responded to the project's survey. After 45 years of ownership, he feels that the area definitely has improved; all three floors of office space in his building are rented. Two building managers on the block agree that the area has improved, as do three owners of buildings on Market Street between Eighth and Ninth Streets. However, three other owners on the latter block believe that the area is either no better or worse than it was 10 years ago. The average length of ownership for those responding to the survey was 18 years.

Asked what changes would improve the area, owner, architect and developer James S. Malott suggested: "Get rid of rent control, condo control, apartment conversion control. Make permits available to architects and builders in two weeks. Get Market Street planners off our backs. Encourage renovation through long term, total real estate tax moratorium. Stop encouraging low-income concentrations through various city and state programs." Yes, he said, he does plan to sell his property in the next few years. All other survey respondents in this area said they do not plan sell.



United Nations Plaza – View of fountain and Market Street

II. GOALS, OBJECTIVES AND RECOMMENDED ACTIONS

A. CONSERVATION

1. Plaza Enclosure

Intent: To maintain and promote the existing pattern of architectural enclosure for the Plaza space and the landmark U.S. Post Office and Court of Appeals building.

The North of Market Street frontages, with one exception, are relatively fixed (figs. 4.1, 4.2). The Orpheum Theatre at the corner of Hyde and Grove has recently been renovated for live performances and, like the Golden Gate and the Fox-Warfield, is an invaluable entertainment resource for the City.

The new Civic Center Plaza building at the corner of Seventh and Market helps confirm the cornice height of the landmark Federal Building and, dependent upon the plans for a comparable though smaller office building immediately across the Plaza, the enclosure of the open space on the north side of Market Street is virtually ensured in a style and cornice height compatible with that of the Federal Building and the other buildings of the Civic Center complex. Finally, the visually prominent General Service Administration building at the corner of McAllister and Leavenworth Streets is being renovated as a dormitory for the Hastings Law School, a move that will protect the important north-south

visual axis of the Plaza and stabilize residential use for the north edge of the open space.

The frontages on the south side of Market Street represent a much less secure future. Following the conservation principles outlined in the preceding discussion on the Mid-Market Street Corridor, the existing scale of the buildings along approximately one-third of the Market Street frontage from Seventh Street is an integral part of the older loft-district character. The Odd Fellow's Hall at the southeast corner of Seventh and Market is a key element for carrying the scale of the office/loft-building framework across the intersection and giving the south side of the block between Seventh and Eighth its distinctive character.

Recommendation: As articulated in the City's urban design guidelines for the United Nations Plaza area, all buildings enclosing the Plaza north of Market Street should respect the cornice height of the Federal Building. On the south side of Market Street the historic scale of the loft buildings described in the Mid-Market Street Corridor Section of the study should carry across the Seventh Street intersection to approximately mid-block. As will be discussed in the sunlight goal for this portion of the study, the Eighth Street intersection is a transition point between the overall Mid-Market Street District and the high rise development of the upper Market Street government center.

As controlled by concern for sunlight on the Plaza, heights for the southwestern edge of the block may step up to Government Center Heights in the block between Seventh and Eighth Street as illustrated in figure 4.3.

On Seventh Street, an open space set back of 25' from the front property line for properties across from the U.S. Post Office and Court of Appeals is recommended. The 100 foot height limit proposed in Guiding Downtown Development for frontages on Seventh and Mission around the landmark building is endorsed as an appropriate gesture to that building's value and to the scale of the area. However, the study does not recommend, as does the City's guidelines, that a setback be maintained within the block around the U.S. Post Office and Mint buildings.

Conservation Rank

- A** Landmark Status
- B** High Status
- C** Contextural Value
- Open Space

Orientation


- 1. United Nations Plaza
- A2. San Francisco Public Library
- A3. Orpheum Theater
- A4. Federal Building
- A5. I.O.O.F. Building
- A6. U.S. Post Office and Court of Appeals



Fig. 4.1

HISTORIC BUILDINGS

Conservation

 Historic Buildings

Orientation

1. United Nations Plaza
2. San Francisco Public Library
3. Orpheum Theatre
4. Federal Building
5. I.O.O.F. Building
6. U.S. Post Office and Court of Appeals

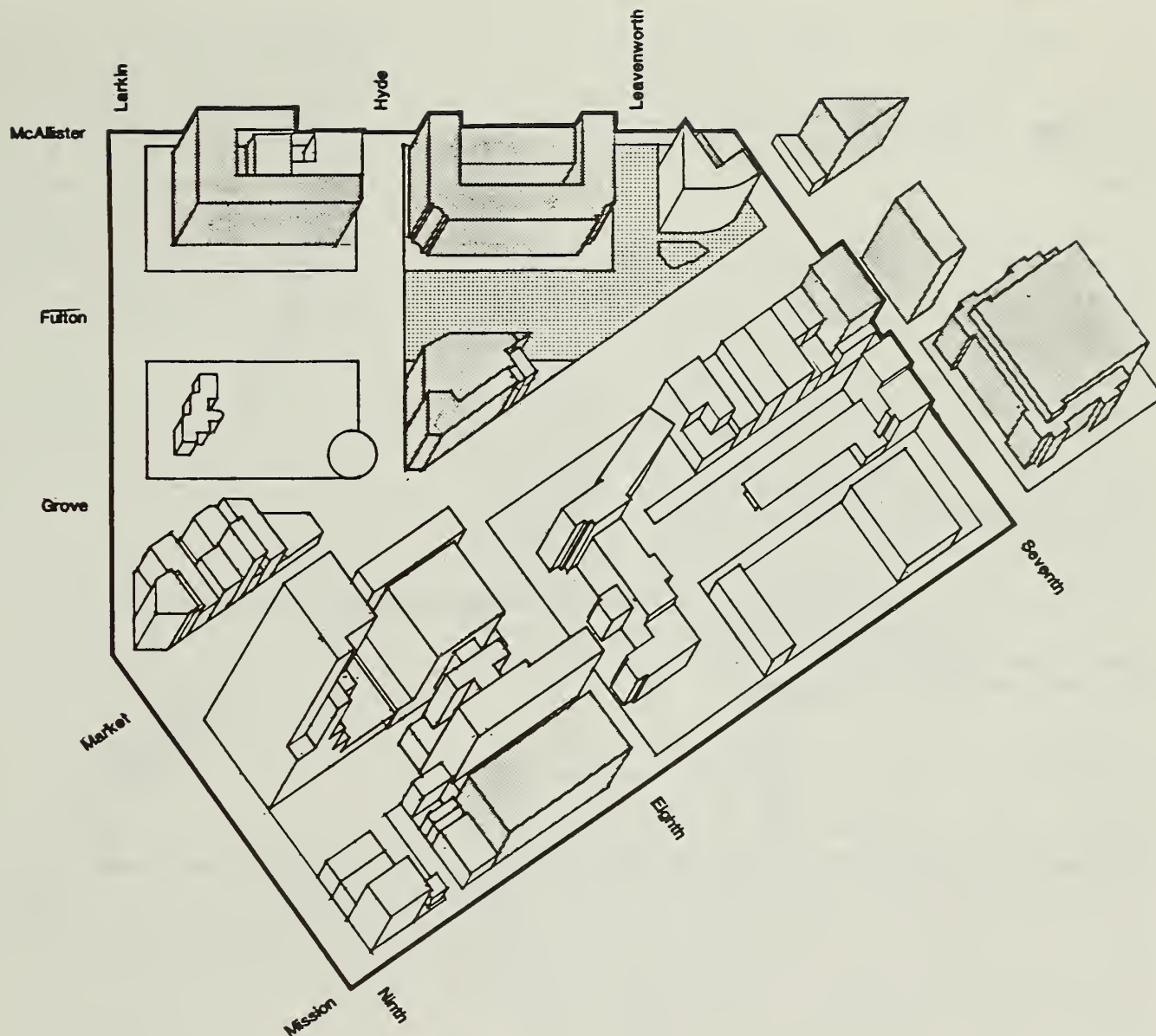


Fig. 4.2

CONSERVATION FRAMEWORK

2. Sunlight for Open Space

Intent: To maximize exposure of the immediate Plaza area to sunlight during critical hours of the day and times of the year.

During the critical mid-day hours of 11 a.m. to 2 p.m., there should be assurance that surrounding building heights do not create shadows that would make conditions worse than they currently are during the critical winter months. The concept of transferring development intensity from the south Market Street frontages to Mission Street frontages, as discussed in the Mid-Market Street Corridor section of this study, is also applicable to the United Nations Plaza area. Under the design review process, heights to the west of Ninth Street would be monitored to determine whether or not the zoned limit did not cast additional shadows on the Plaza (fig. 4.3).

Recommendation: As in the previous sections in this study which address sunlight as a constraint on building height, the performance criteria for defining minimum sun exposure are those conditions given a 90 foot building height at the Market Street property line. Critical hours are 11 a.m. to 2 p.m. on the winter solstice (December 22). For United Nations Plaza, a block contour as illustrated in figure 4.3 would permit heights in excess of 320 feet for the Mission Street frontage. Given the previously discussed general objective of

keeping a lower building height in the Mid-Market Street District between the two plaza areas, this recommended 320 foot limit would apply only to transition areas such as the block between Seventh and Eighth Streets. Developers seeking approval for the zoned 320 foot height would be required to demonstrate that the building does not reduce the approved amount of sunlight for plaza areas.

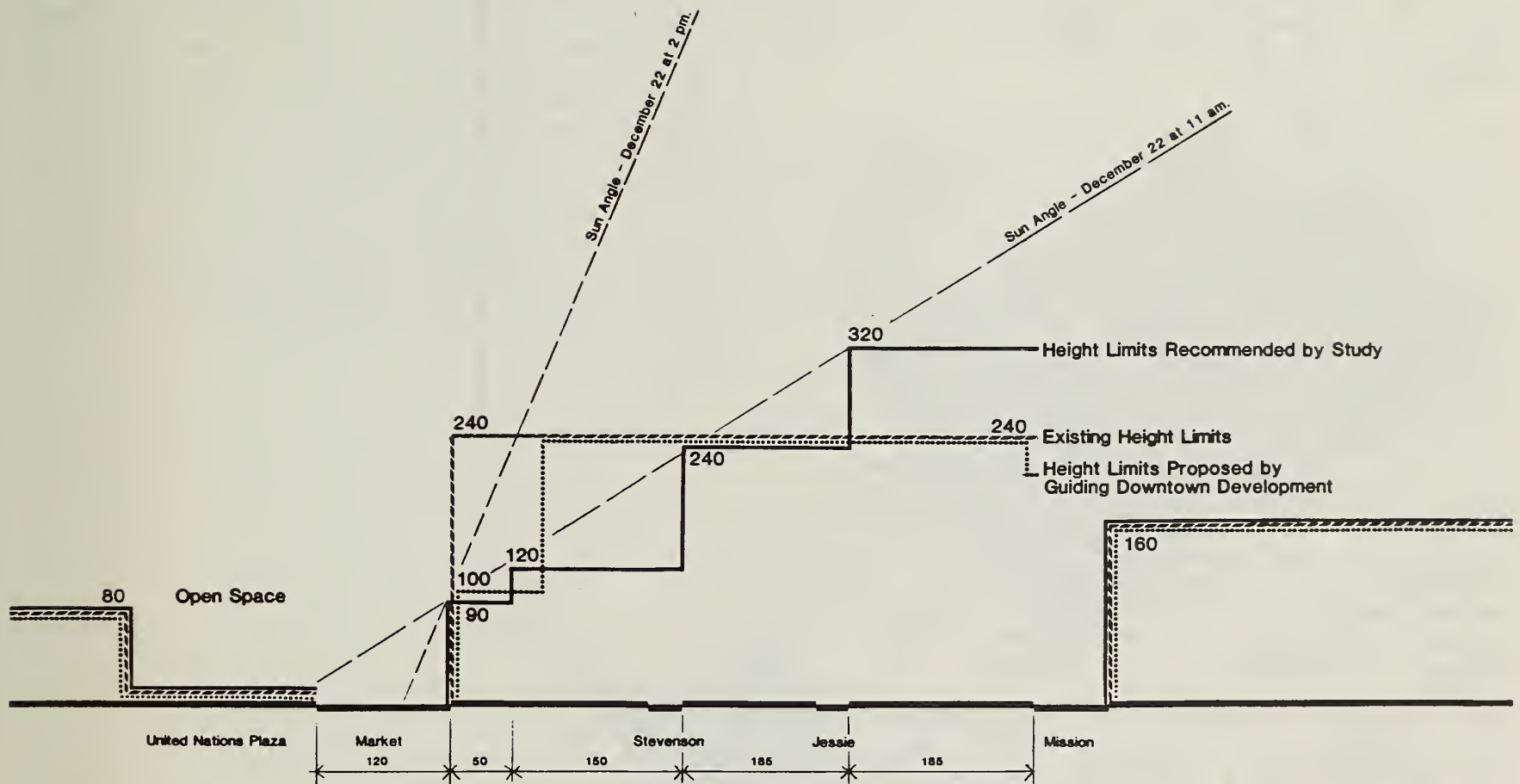


Fig. 4.3

RECOMMENDED BUILDING HEIGHTS FOR SUN EXPOSURE

B. DEVELOPMENT

1. Market Rate Housing Sites

Intent: To promote new concentrations of housing on South of Market blocks adjacent to major open spaces or landmark buildings.

The pattern of introducing high-density housing development into the South of Market blocks between Market and Mission is dependent for its initial success upon a certain critical mass and upon highly identifiable sites. The United Nations Plaza study area contains one of the most attractive such possibilities, the large Greyhound Bus Terminal site fronting on the landmark U.S. Post Office and Court of Appeals building on Seventh Street (fig. 4.4). Given the existing nature of the area, it is more realistic to expect initially that successful tenant oriented open space will be enclosed and will be located in the interior of the block, probably above street level. Again, such development could create opportunities for valuable mid-block connections between Market and Mission Streets (fig. 4.4).

The use of the Greyhound site for housing is dependent upon the relocation of the bus terminal to a different block, the assumption being that, given the social issues associated with the terminal, the two land uses are not a realistic mix. If the bus terminal stays on the site, the housing could be located on the Eighth Street edge of the block in conjunction with office and retail uses.

Recommendation: The South of Market Street block between Seventh and Eighth Streets is an excellent location for a substantial number of new housing units. Either the portion of the Greyhound site between Stevenson and Jessie or the Eighth Street edge of the Trinity Properties site is recommended as being the best location for this housing. As previously discussed, the bus terminal is not recommended as being a compatible land use with housing and, therefore, the retention of the terminal is felt to exclude housing from that portion of the block. As is proposed in Guiding Downtown Development, the housing should be a response to office development in the downtown area.

2. Transit Node and Office Sites

Intent: To promote land uses for adjacent properties which reinforce the transit related character of the Plaza site.

The retention of the Greyhound Bus Terminal on the South of Market block between Seventh and Eighth Streets would create additional opportunities for a mixed use development of office and retail on that site (fig. 4.4). It is assumed that while housing is not compatible with a bus terminal, office development would be compatible if entrances are located in a way that functionally separates them from the terminal. The South of Market blocks between Seventh and Ninth are the only feasible locations for the increased development intensity which is justified by the presence of the United Nations Plaza transit node.

Recommendation: The recommended intensity of development for the South of Market Street blocks, between Seventh and Ninth Streets and across from United Nations Plaza, should be relatively high given the strong transit related location. The Seventh to Eighth Street block of Market is a transitional zone between the restricted height, Mid-Market Street District and the higher rise development around the Government Center. Between Seventh and Ninth Streets, heights of 320 feet are appropriate as illustrated in figure 4.3. These recommendations are related to the concerns for sunlight on United Nations Plaza as discussed in an earlier

recommendation. In terms of recommended land uses other than housing, the strong transit node is felt to justify more intensive office and general retail development in the immediate plaza area.

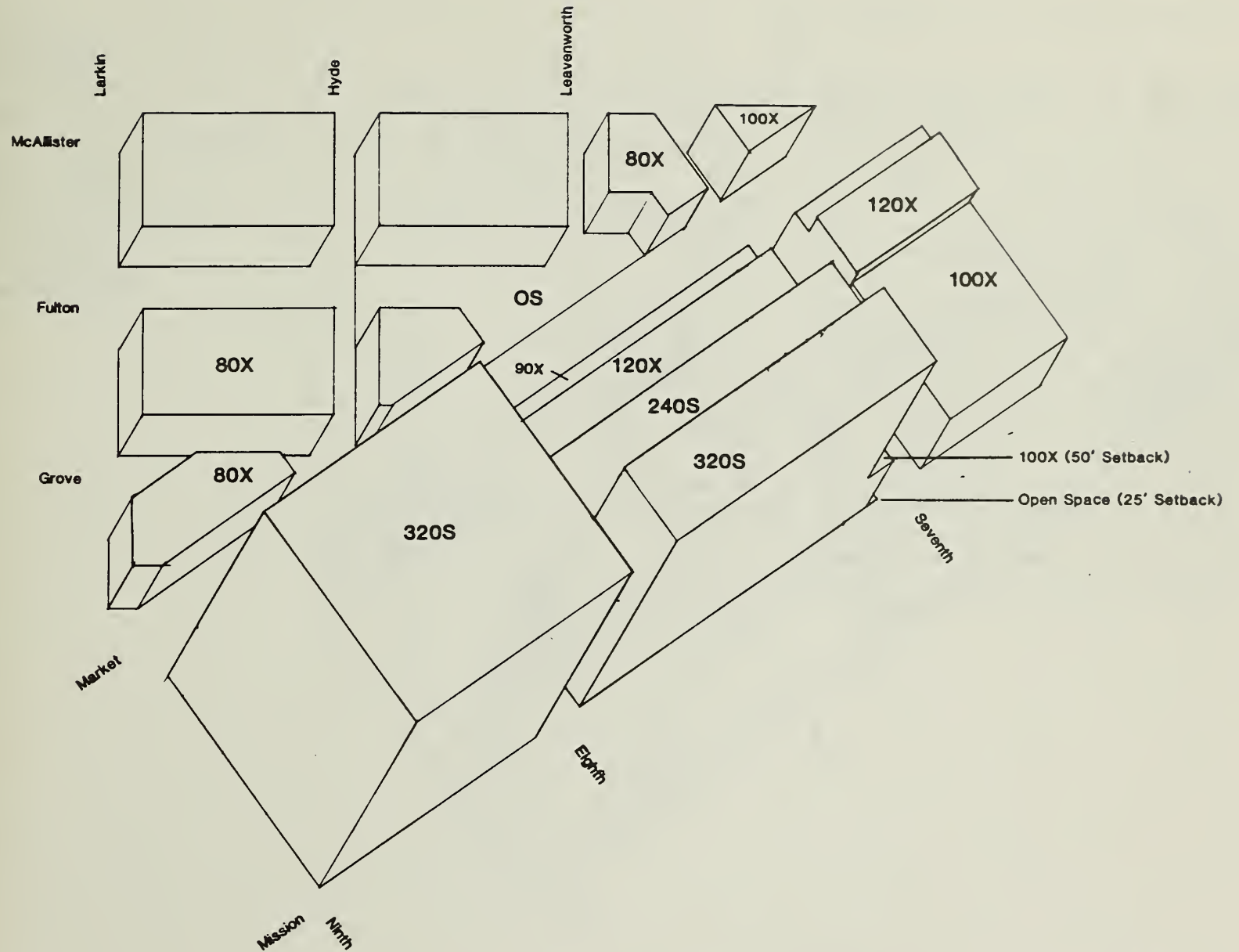


Fig. 4.5

RECOMMENDED BUILDING HEIGHTS

UNITED NATIONS PLAZA SUMMARY

The accompanying illustration (fig. 4.5) depicts the potential changes which are felt to be appropriate for the United Nations Plaza study area. Sunlight for the Plaza is again a matter of great concern and heights are established which will maintain desirable conditions for admitting sun during critical noontime hours. The Plaza, like Hallidie, is viewed in the study as a major point of transition in the character of the Mid-Market Street District. Housing is recommended at specified mid-block, South of Market locations and other land use recommendations are made which promote and enhance a mixed use character for the blocks. Again, pedestrian linkage between Market and Mission Streets is encouraged as in the Market Street Corridor section. The transit opportunities of the United Nations Plaza area are reinforced with greater development capacities.

Conservation

1. Public Open Space
2. Landmark Buildings

Development

3. Market Street Office / Retail Infill
4. Mid-Block Housing
5. Mixed Use Office / Residential
6. Mission Street Office
7. Other Developments
Approved by the City

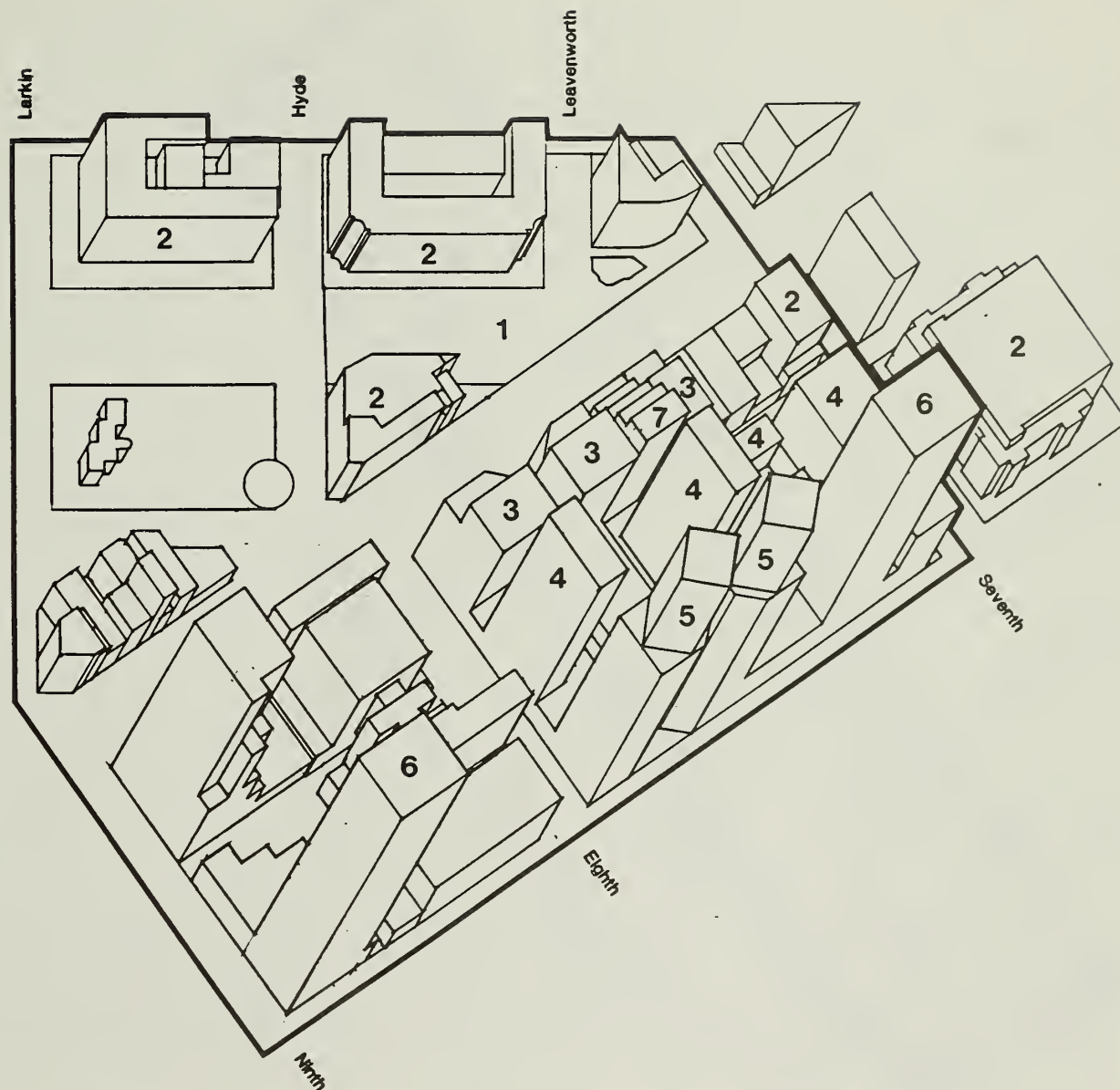
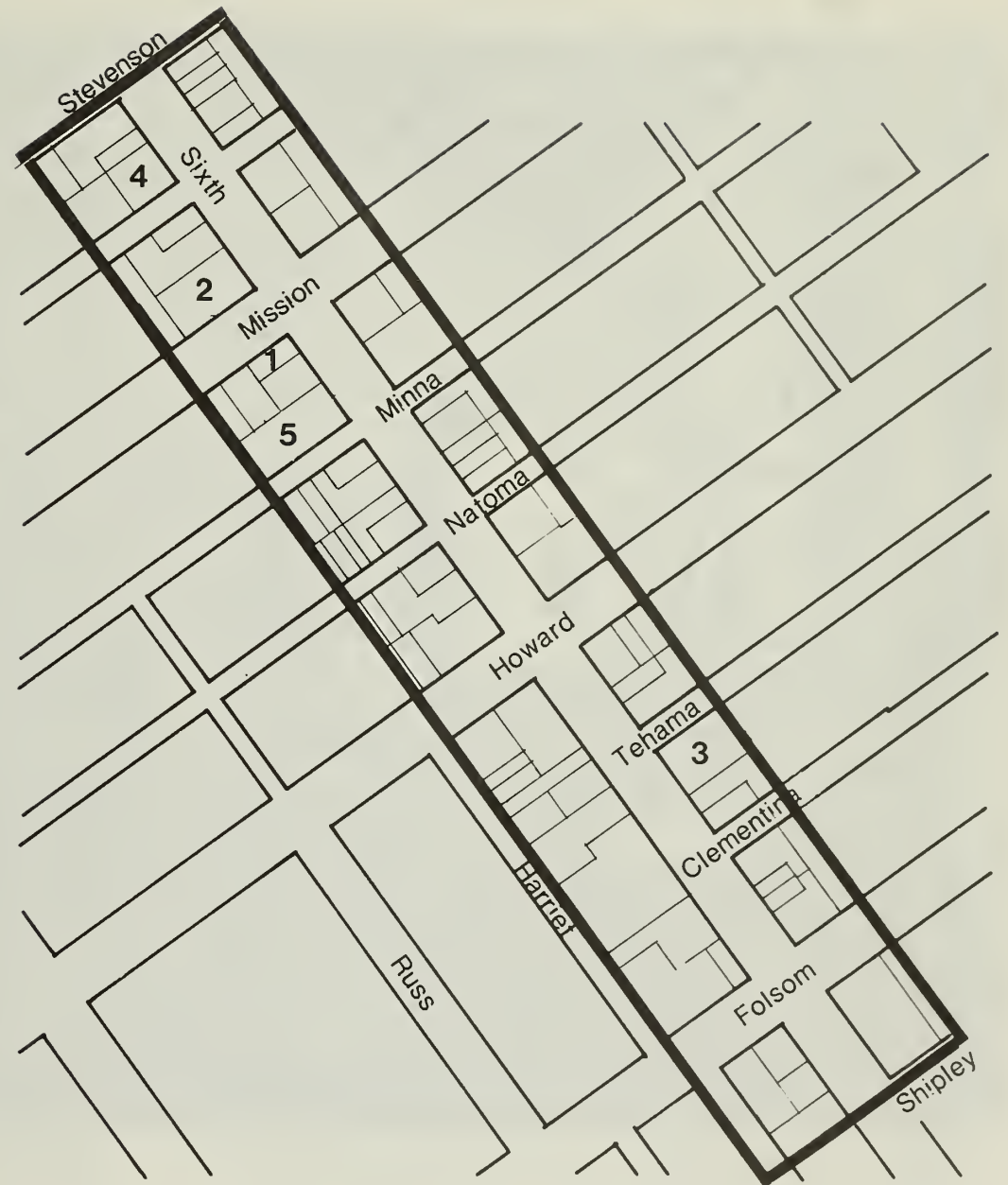
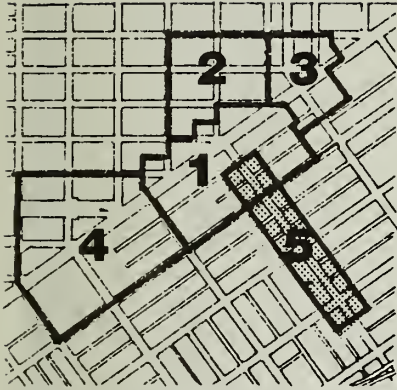


Fig. 4.6

CONSERVATION / DEVELOPMENT SUMMARY



1. Henry Hotel
2. Delta Hotel
3. Angelo Hotel
4. Frisco Bar
5. People's Park

5. SIXTH STREET CORRIDOR

SIXTH STREET CORRIDOR

I. ISSUES

Sixth Street from Market to Folsom is San Francisco's Skid Row: depressed, dilapidated, and dominated by derelicts. Developers blame Sixth Street for the entire Mid-Market Street study area's slow response to market pressures. Neighborhood office workers seldom venture down Sixth Street beyond Mission. Theatregoers prefer to brave their perceptions of the Tenderloin to find parking rather than utilize the less expensive and abundant lots south of Market.

The three blocks of Sixth to Folsom are lined with 28 tenant hotels, many in extreme disrepair. Alcohol can be purchased at 9 bars and 10 liquor/grocery stores; 13 pawnshops contribute to the street's down-and-out image. Excellent Filipino and Vietnamese cuisine is served at restaurants in the half-block nearest Market; the remainder of the half-dozen restaurants on these blocks are greasy spoons, several of which have been cited for health code violations. Porn bookstores average one per block, there is a porn movie theatre, a gay after-hours club, and Sutro Baths is just around the corner on Folsom. People's Park, also called Wino Park, and 2 gospel missions attract many destitute people to Sixth Street, as does the nearby Plasma Center. Barber shops and thrift stores comprise most of the remainder of the ground-floor usage on Skid Row -- in the storefronts that are not burned out or boarded up.

These three blocks of Sixth Street are among the least desirable residential blocks in the City, yet are central to maintaining the surprisingly large population that resides in the tenant hotels and numerous homes, flats and apartments in the immediate vicinity. The tenant hotels and other businesses form a barrier between the encroaching development of Yerba Buena Center and a much larger South of Market residential neighborhood.

Despite the high visibility of the street population -- the inebriates slumped in doorways, the mentally disturbed who mutter and shout on the street, the derelicts who hang out in alleys -- it does not comprise the majority of the neighborhood population. According to the 1980 Census, 3,503 persons live in the blocks from Fifth to Ninth and Market to Folsom. Considering the amount of housing in the area, the population may probably be closer to 7,000 to 9,000 permanent residents, many of them elderly and immigrant Filipino and Southeast Asian families. The number of public inebriates is estimated at no more than 1,000 persons.

Any significant change in land use in the neighborhood, especially a change in the tenant hotels on Sixth Street, would displace a significant number of ethnic families, young adults living in converted warehouses, and fixed-income elderly as well as the derelicts.



Sixth Street Corridor

Housing

The 28 tenant hotels on Sixth Street are the major housing resource in the immediate neighborhood. A survey conducted in October 1981 by the Tenants and Owners Development Corporation (TODCO) found 1,670 inhabitable rooms in these hotels, though at the time of the survey 3 of the hotels, with a total of 194 rooms, were closed. Most rentals were by the week or month and averaged \$185 a month. One rental was \$15 per day.

More recently, City Planning interns surveyed four hotel managers and learned that many tenants are long term having lived in their hotels 10 to 15 years, some as long as 40 years. A majority of the hotel tenants are Caucasian males about 60 years old. Two of the managers said they will rent rooms by the day but that only about 10% of their rooms were available for daily rental. All the rooms have sinks, hot water, furniture and heat; none have private baths.

The blocks that surround Sixth Street from Fifth to Ninth and from Mission to Folsom are characterized by an agreeable mix of low wood and brick structures containing light commercial and residential space. The residential buildings are mostly flats and small apartment houses nestled among the commercial spaces in such a way as to camouflage the neighborhood's sizeable population. These blocks, which include the Sixth Street hotels, contain more than

3,900 habitable dwelling units. Of these more than half are multiple-room flats, apartments, and warehouses converted to live/work space by communal craftsmen.

In addition there are approximately 1,000 rooms in the area for tourists, including the 389-room Holiday Inn on Eighth Street, the 145-room Best Western Motel and the newly renovated 100-room Britton Hotel. The latter two are both on Seventh Street, less than a block from the Greyhound Bus Station.

There is a noticable trend in the neighborhood toward small tourist hotels that cater to gays. A number of buildings on Howard, Folsom and Ninth Streets are being renovated for such use.

Several tenant hotels near Market Street were recently sold for substantial increases, fueling fears among public officials and social workers that economic forces South of Market are once again converging to displace the residential population. The large number of ground-floor vacancies on Sixth Street and the rehabilitation and upgrading now occurring nearby on Folsom Street add to their anxiety and revive memories of the events that preceeded the Yerba Buena Center redevelopment process.

Community Services

Not surprisingly, some of the major community service organizations in San



Sixth Street Corridor – Resident Hotels

Francisco are headquartered within this area: The St. Vincent de Paul Society and its Ozanam Center for public inebriates, the Oliver House residential facility, Goodwill Industries' huge warehouse and retail outlet, the Canon Kip Community Center, Lighthouse for the Blind with its vocational training center and the City's South of Market Health Center. The San Francisco Human Rights Commission and the Commission on Aging each occupy one floor of a building at Seventh and Market that also houses four other non-profit organizations. A building at Market and Mason Streets is occupied almost exclusively by community organizations.

Elsewhere in the neighborhood are numerous smaller non-profit organizations: KP00 Community Radio, South of Market Economic Opportunity Council, more than a dozen Filipino social clubs, 3 gospel missions, and the Public Eye video group. The renovated brick building at 149 Ninth Street contains New Ways to Work, the Community Board Program, Legal Services for Children, and the Wallace A. Gerbode Foundation.

The many non-profit organizations in the neighborhood are particularly vulnerable to market forces because most are on fixed revenues that could not absorb greatly increased rents.

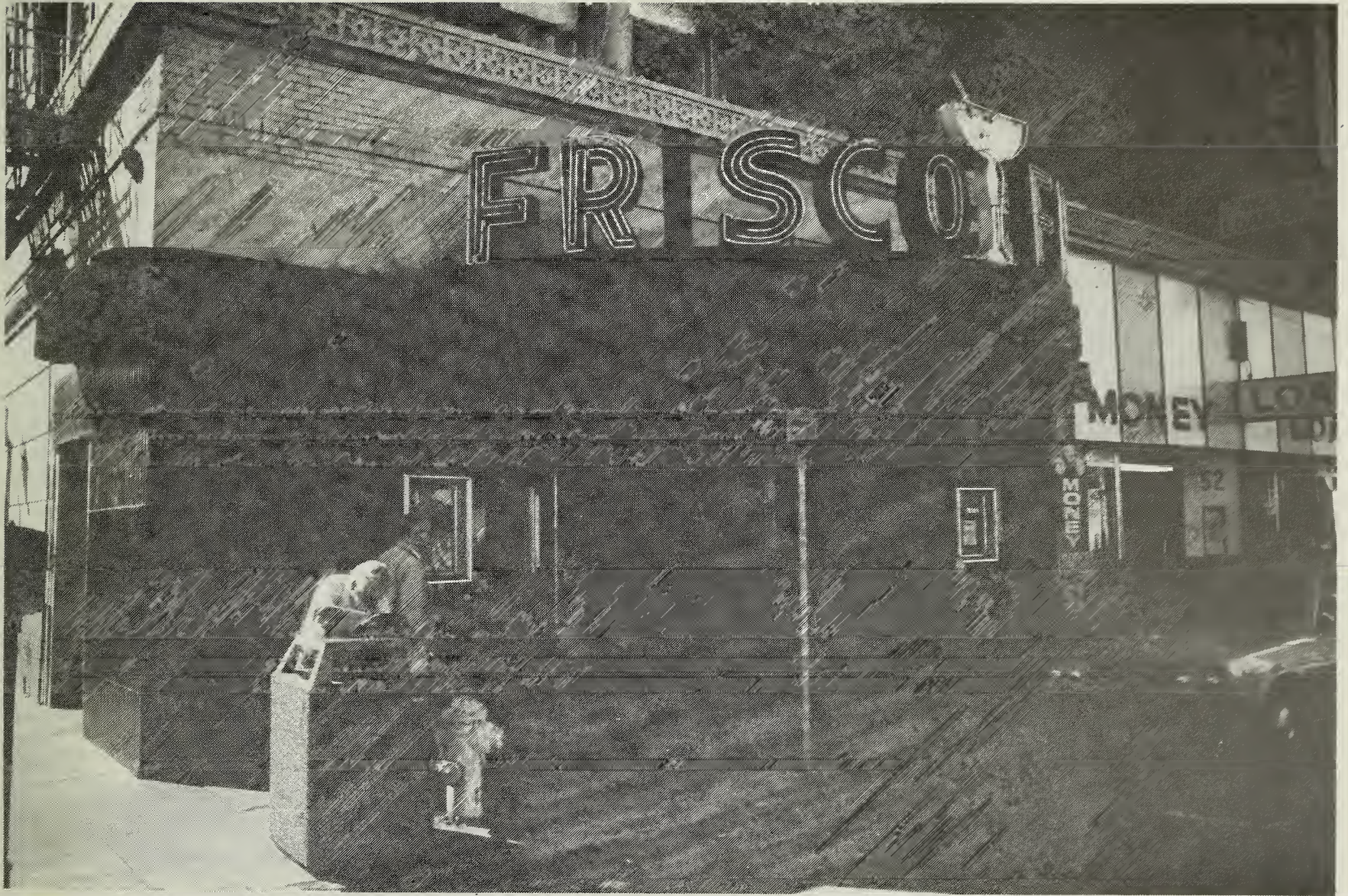
At least one dozen labor organizations are headquartered or have offices in the area. Included are the San Francisco-Oakland Newspaper Guild; Masters, Mates and Pilots;

the International Longshoreman's and Warehouseman's Union; and the Graphic Arts Union.

Historically the South of Market area has been characterized by a concentration of light industrial development. For example, PG&E has a large sub-station at the corner of Mission and Eighth Streets and a smaller one mid-block between Fifth and Sixth. Yet there are also a few neighborhood oriented city facilities. The Bessie Carmichael Elementary is on Folsom Street just off sixth, and there are two parks in the area -- a City mini-park on Howard Street and People's Park on Sixth. The City is currently developing another park at Sixth and Folsom.

Public Safety/Public Inebriates

Crime is a very real presence on Sixth Street. Police Captain Robert Forni of Southern Station says, "Crime there went up 185% from January through May 1981 compared to the same period in 1980." Like many others interviewed for this study, Captain Forni attributes the rise in crime largely to the presence of People's Park, also known as Wino Park. This small parcel, which has benches and a lean-to that provides protection against wind and rain, is a daily gathering place for an almost exclusively Black group of Street People. The crime statistics that this open space has generated rival the number of incidents reported at Hallidie and United Nations Plazas, with the exception that the Sixth Street incidents are of a much more serious nature.



Sixth Street – Existing Ground Floor Uses

During June 1981, 25 incidents at People's Park were reported to the police. Six incidents involved deadly weapons -- 1 was a fatal stabbing -- 5 were drug-related, 5 were warrant arrests, 2 involved stolen property, and 1 was a robbery.

Fire, too, is a major problem on Skid Row. In one year (June 1, 1980 through June 30, 1981) there were 40 fire calls in the single block of Sixth Street from Market to Mission. Six of the fires were arson. The rest were accidental. All but one fire were in hotels and apartments, though damage was minimal. Nine fires were in the apartment building at 172 Sixth Street and 8 were at a hotel at 241 Sixth Street.

Richard Livingston, administrator of the Cadillac Hotel in the Tenderloin, sees a pattern in the crime problems of Sixth Street. "Crime is part of the development cycle," he says. "Like arson, it often precedes development."

Of more popular concern than these concentrations of crime are the public inebriates, the falling-down drunks and the brain-damaged who are seen in significant numbers on the streets. The Mayor's Blue Ribbon Committee on Public Inebriates, which for about a year has been struggling to come up with humane solutions to the problem, estimates up to 1,000 such persons live in the neighborhood.

Except on Broadway in North Beach, probably no other three blocks of San Francisco feature so many places where liquor can be purchased. The 9 bars and 10 liquor/grocery stores on Sixth Street between Market and Folsom comprise approximately 25% of the storefront activity. Such availability is certainly a factor in the degree of public drunkenness.

"Street alcoholics usually make numerous attempts at sobriety," says Jim Curtis, Director of Ozanam Center, a 24-hour drop-in treatment center for inebriates. "The length of time between bouts, rather than total abstinence, should be seen as the measure of success. Housing and jobs are essential to recovery, and the Sixth Street area serves a very important role in providing places to live." One month, Ozanam served 17,000 inebriates, though the number is generally about 9,000 monthly. Ozanam Center and the Salvation Army run the only two alcohol detoxification centers in the City.

Market Forces

Developers and merchants interviewed for the project express opinions about Sixth Street ranging from adamant insistence that it is the core of the study area's problems, to a conviction that Sixth Street's problems simply will disappear once Market Street is upgraded.



Sixth Street Corridor – People's Park at Sixth and Minna

Like any rundown area, Sixth Street is viewed by many as having "potential." Ideally, it could be an area of safe, habitable, low-cost housing for the elderly, the new immigrants, and the more "desirable" transients who always will be a part of this port city.

Conservative developers certainly are reluctant to step into this area as it is now. "Any attempt to stabilize Skid Row would be a mistake," says Lloyd Pfleuger, President of the Downtown Association. But Bernard Averbush of the Market Street Development Corporation says, "Any development plan must take into consideration such positive efforts as those of the Ozanam Center on Howard Street."

There has been little sales activity on Sixth Street in the last 10 years, although the few hotels that have changed hands recently, like a great deal of San Francisco real estate, have doubled or tripled in value. Currently one hotel is for sale, and there is rumor of another. Of the twelve building owners who responded to the project questionnaire (out of thirty-eight sent), two said they definitely plan to sell in the next few years, six said they do not plan to sell, and four said they do not know. The average length of ownership is 15 years. Eight of the twelve owners feel the area on Sixth Street is worse now than it was ten years ago. All owners said that they have made some improvements to their buildings since they bought them.

Solving the Dilemma

There is no answer to the problems of Sixth Street that satisfies all concerned. Most community organizations in the neighborhood prefer the status quo to land use changes that would uproot the residents. Several long-time residents of the area, at a public hearing on public inebriates that was held at Canon Kip Community Center last year, complained bitterly about the inebriates and urged that they be relocated. The Mayor's Committee on Public Inebriates recommends ambitious new programs to try to rehabilitate them, a solution critics claim is not cost-effective. Most retailers and people who work in the area wish the problem would just go away.

Frances Peavey of Glide Church cautions that moving the "bad element" off Skid Row "will just create a worse problem" elsewhere in the City. A dozen years ago San Francisco's Skid Row was on Third Street, but redevelopment moved the pawnshops and the people to Sixth, pushing some as far as Sixteenth and Valencia. Most people familiar with the process figure that massive displacement will happen again unless the changes in the South of Market area are gradual and well-planned.

The Sixth Street problem is among the City's knottiest. The massive displacement during redevelopment of Yerba Buena Center seems politically unthinkable here today. The City has no such plans,

but even gradual changes affecting only one building at a time eventually will force most of the current tenants and residents to move elsewhere.

Change is inevitable, but public policy can help minimize displacement. Preserving the hotels on Sixth Street for residential usage will form a buffer between the encroaching Yerba Buena development and the homes and live/work space west of Sixth. Preserving current housing stock south of Mission and encouraging new residential and office development there in a scale and style in keeping with a family environment, will help upgrade the neighborhood without uprooting all its residents.

II. GOALS, OBJECTIVES AND RECOMMENDED ACTIONS

A. CONSERVATION

1. Tenant Hotels and Apartment Buildings

Intent: To maintain and reinforce the predominately residential land uses in the greater South of Market area west of the Yerba Buena Center.

The Sixth Street Corridor is an opportunity for stabilizing residential uses in the general South of Market Street area. The new office and retail development west of Yerba Buena Center in the South of Market Street area has the potential for setting in motion a process which will eventually erode large concentrations of residential uses (figs. 5.1, 5.2). Associated with Yerba Buena Center are a few new housing developments, some of them for elderly tenants. This population, which is presently relatively isolated, would greatly benefit from any effort to further reinforce and stabilize larger residential neighborhoods which exist west of Sixth Street.

Recommendation: The Sixth Street Corridor, Mission to Folsom, should be rezoned from the existing CG.3 to RC.4. The change would help protect the present concentration of tenant hotels. These hotels should then be made the target of an intensive rehabilitation program. Goals should be established for unit quality that take into account the

necessity of rents which are affordable by people presently living in the area. Therefore, rehabilitation goals should focus on simple improvements to the comfort and safety of the unit.

2. Ground Floor Uses



Intent: To retain a residential, neighborhood orientation for ground floor retail activity on Sixth Street.

Ground floor retail land uses for the Sixth Street Corridor should be encouraged which provide neighborhood oriented goods and services such as grocery stores, laundromats, pharmacies, repair shops, delicatessens, restaurants and coffee shops. For such an area the list of preferred ground floor uses would also undoubtedly include, health care centers, pawn shops and discount stores. The retail uses should not be allowed, however, to eliminate hotel lobby space.

Recommendation: Under RC.4 zoning for the Sixth Street Corridor, preference should be shown in all ground floor retail use permits for neighborhood oriented goods and services. For Sixth Street, these retail uses would include lower priced restaurants, discount clothing stores, food stores and Mom and Pop type convenience stores, laundries, saunas, bath houses, bars, and pharmacies, especially chain operations offering a broad range of merchandise and discount prices. Sixth Street should be considered as a major retail corridor for the broader South of Market residential neighborhoods. The City should encourage merchant associations to develop a general market plan for the street and for neighborhood oriented retail operations. Facade improvement funding, perhaps from remnant Small

Business Loan program, should be sought and made available to individual property owners and lease holders.

Conservation

-  Tenant Hotels
 Open Space

Orientation

1. Henry Hotel
2. Delta Hotel
3. Angelo Hotel
4. Frisco Bar
5. People's Park

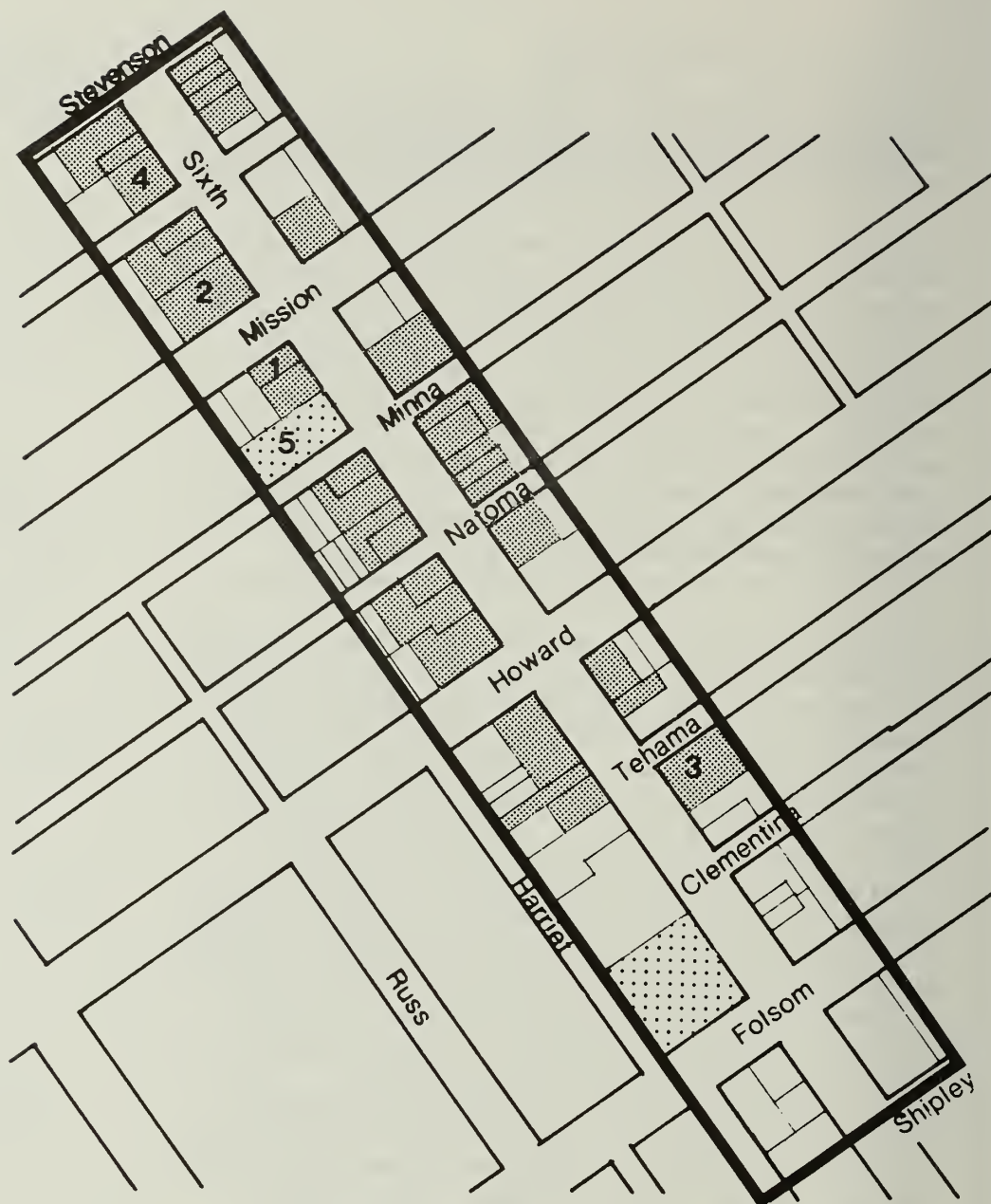



Fig. 5.1

RESIDENTIAL HOTELS

Conservation

 Residential Hotels

Orientation

1. Henry Hotel
2. Delta Hotel
3. Angelo Hotel

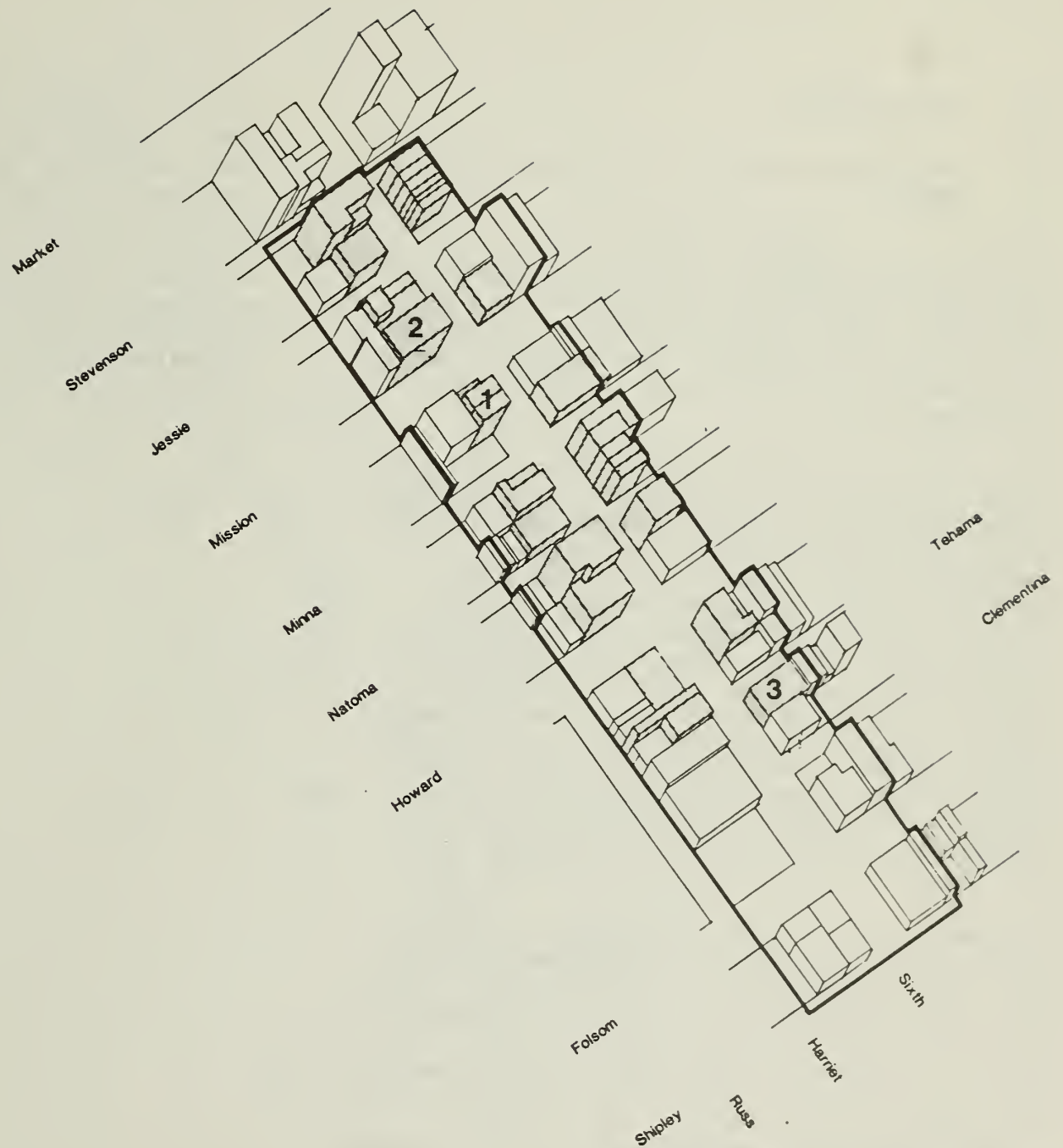


Fig. 5.2

CONSERVATION FRAMEWORK

B. DEVELOPMENT

1. Building Rehabilitation and Housing Infill

Intent: To upgrade existing units through a building rehabilitation approach that increases standards of habitability to whatever extent possible while maintaining existing rent levels. New infill development should generate new, upper floor housing units.

The emphasis in new development both for Sixth Street and the adjacent surrounding South of Market neighborhoods should be upon creative re-use and building rehabilitation (fig. 5.3). Mixed use projects, with an emphasis upon upper floor residential units, are to be preferred over single tenant developments. Alternative housing types and adaptive re-use proposals which increase housing density are to be encouraged. As a result of the gradual erosion of the industrial base of the South of Market area, there exist many underutilized, but physically sound, buildings which can provide good housing.

Recommendation: As discussed under the previous conservation goal of maintaining the existing stock of tenant hotels along the Sixth Street Corridor, the recommended zoning change to RC.4 insures that, without a conditional use permit, new development will provide additional housing above the ground floor level. It is also recommended that developers be encouraged to build new tenant hotels.

The City should seek private or public grant funding to provide a management analysis of tenant hotels and should document the current function and demand for this form of housing. A very valuable initial study of the nature and importance of tenant hotels is a soon to be published monograph by Brad Paul, available as Information Sheet Number 31, 1981, from The National Trust for Historic Preservation in the United States.

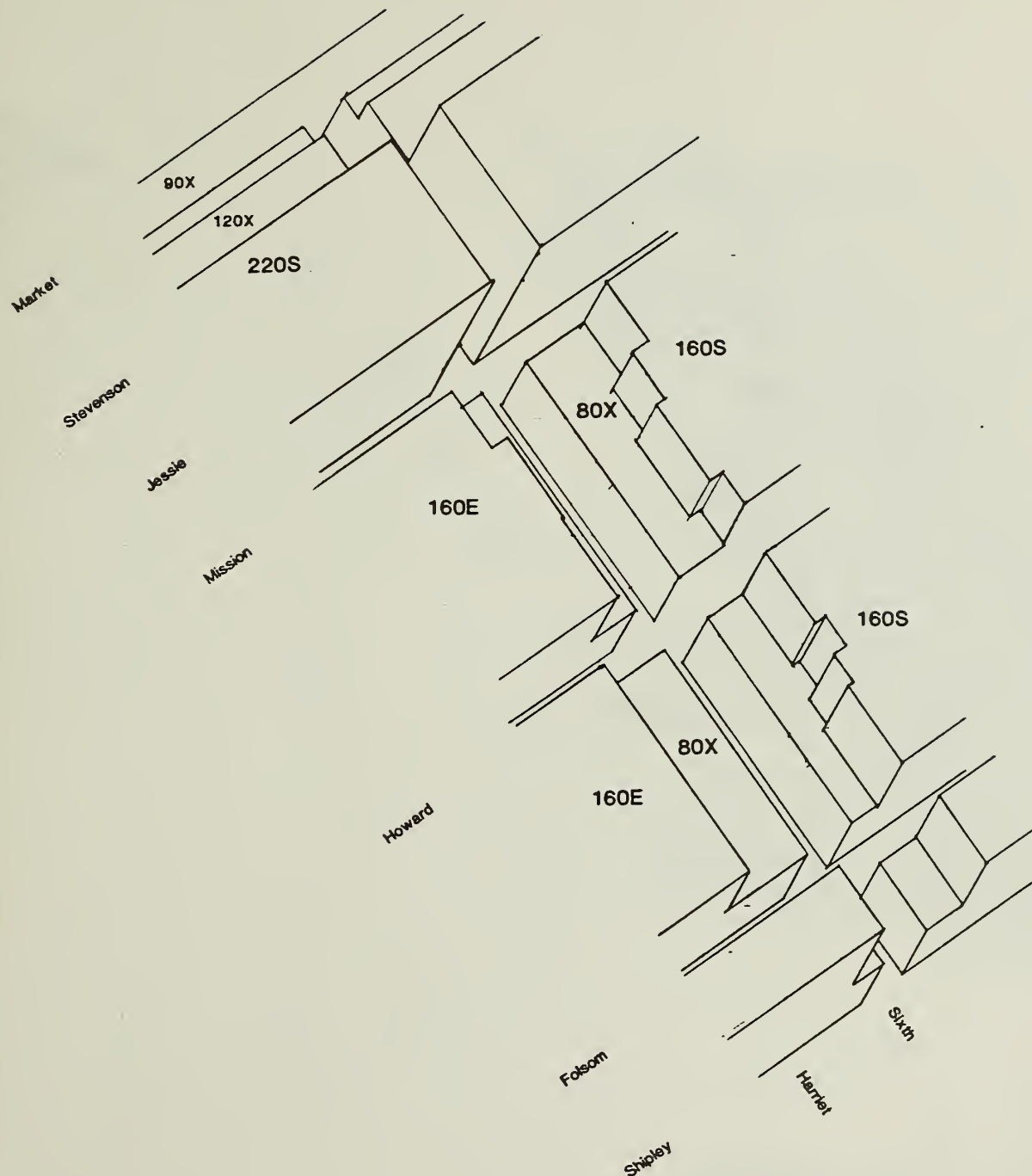


Fig. 5.3

RECOMMENDED BUILDING HEIGHTS

SIXTH STREET SUMMARY

As is illustrated in the accompanying drawing (fig. 5.4), the recommendations for the Sixth Street Corridor generally regard this street between Market and Folsom as critical to maintaining a stable concentration of housing in the overall South of Market Street blocks. Heights are recommended for Sixth Street which discourage office development, thereby making Sixth Street a buffer between office development to the east and residential neighborhoods to the west. The street's tenant hotels are considered to be a valuable part of the city's housing stock and rehabilitation efforts are encouraged. In general, the study recommendations view the street as a residentially oriented corridor which has the potential of serving as a neighborhood shopping zone for the South of Market area. Commercial uses would be encouraged through residential zoning for the corridor which favor goods and services for households. The greater South of Market neighborhoods, which are at present inadequately recognized and misunderstood, will benefit from the creation of policies intended to stabilize the residential character of Sixth Street.

Conservation

1. Public Open Space

2. Tenant Hotels

Development

3. Residential

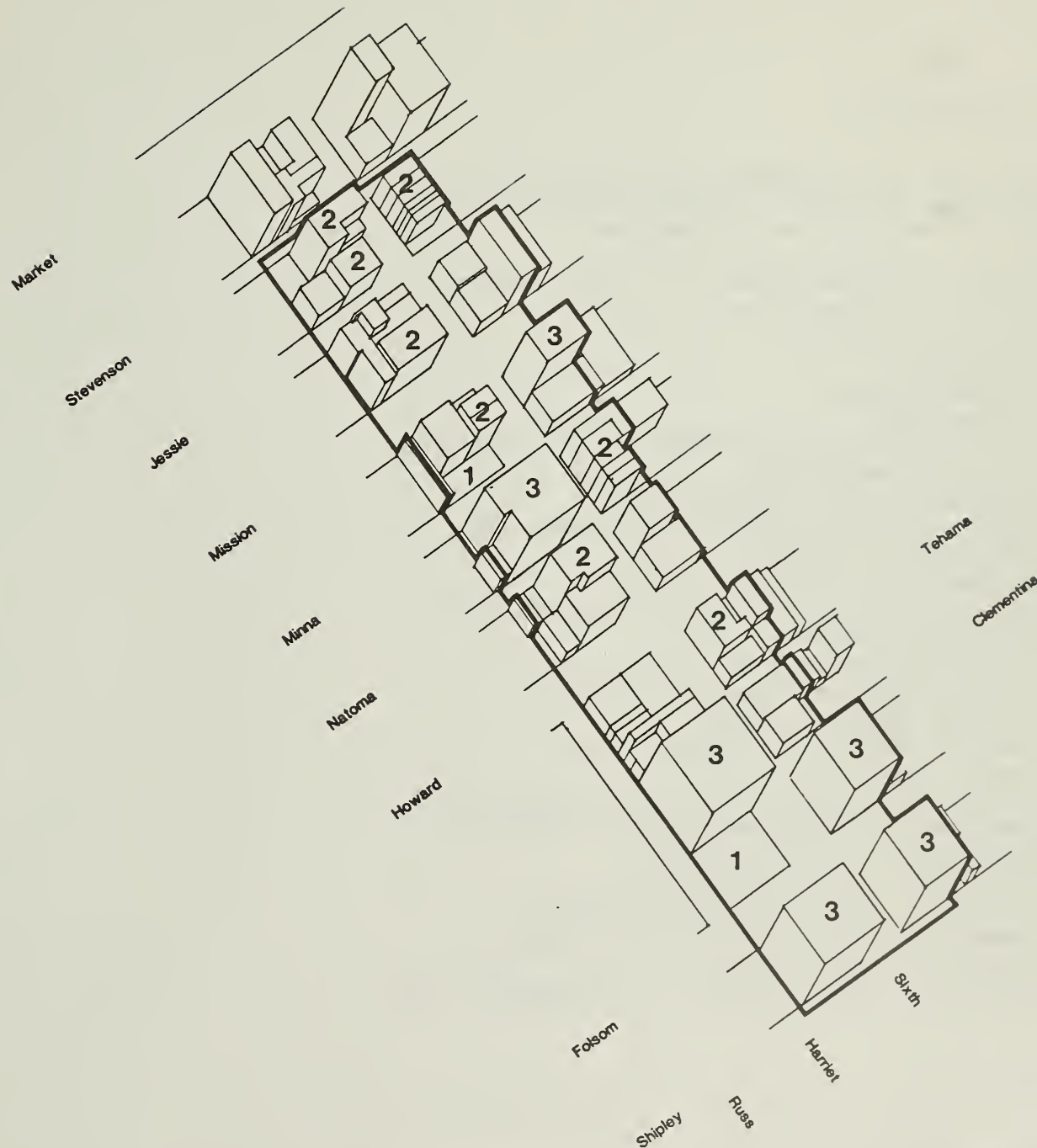


Fig. 5.4

CONSERVATION / DEVELOPMENT SUMMARY

ACKNOWLEDGEMENTS

The study team gratefully acknowledges the participation of the following people who generously provided materials and information:

- Backen, Arrigoni & Ross, Inc., Architects
- Bill Graham Enterprises
- Cadillac Hotel
- Canon Kip
- Coldwell Banker
- Crocker Bank
- DKS Associates, Traffic/Transportation Planning
- Downtown Association
- Forell/Elsesser, Engineers, Inc.
- Charles T. Gill, Planning and Development
- Glide Memorial Church
- Golden Gate Theatre
- Stanley Herzstein, World Trade Center, Inc.
- The Lurie Company
- Market Five Associates
- Market Street Development Corporation
- Mitchell Brothers Theatres
- North of Market Planning Coalition
- Ozanam Center
- Research, Planning & Design Associates, Architect
- San Francisco Department of City Planning
- San Francisco Fire Department
- San Francisco Police Department
- Southeast Asian Resettlement Program
- Tenants and Owner's Development Corporation
- Whisler - Patri Architects
- Sally Woodbridge, Architecture Historian, Critic

Study Team Members

Skidmore, Owings & Merrill:

John Kriken
Jay Claiborne
Steven Townsend
Kathrin Moore

San Francisco Study Center:

Marjorie Fishman
Geoffrey Link

